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ABSTRACT

This study looked at the ovrall situation of the immigrant population, and young immigrants in particular, and analyzed such problem areas as the transition from school to working life and the inadequacies of initial training with relation to the situation in Luxembourg. The study identified the following problem areas: (1) problems relating to the education of children of migrant workers and (2) problems concerning access to vocational training and the links between success at school, success in vocational training, success in employment, and access to the labor market. Analysis of the data suggested some conclusions, among them: (1) Luxembourg has proportionately the biggest foreign population of any European country, and the ratio of foreigners to natives is increasing; (2) the main factor that besets young migrants is the simultaneous learning of four languages: their mother tongue, Luxembourgish, French, and German; (3) such language-learning requirements often lead to failure at school and make vocational education inaccessible; (4) although young foreigners still manage to enter the job market, the low-skilled jobs they fill are becoming scarcer, and unemployment is becoming more widespread; and (5) solutions include the teaching of the young migrant's own language at least in preprimary and primary school, encouraging the learning of German, and the creation of preapprenticeship centers for boys and girls. (Includes 34 references, mostly in French, and 4 appendices, in French, containing reports on teaching and migration, the operation of reception classes, classes in the mother tongue, and a call for action by foreign workers' organizations) (KC)

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CEDEFOP Document

Vocational training of young migrants in Luxembourg

European Centre for the Development of Vocational Training

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Vocational training of young migrants in Luxembourg

This study was drawn up by Armand Spineux

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Project coordinator : Duccio Guerra

This is the second study to be undertaken as part of a project on
"THE VOCATIONAL TRAINING OF YOUNG MIGRANTS IN BELGIUM, FRANCE, THE UNITED KINGDOM, DENMARK AND LUXEMBOURG".
It includes the latest and most relevant documentation and statistical data on this subject.

This study which looks at the overall situation of the immigrant population, and young immigrants in particular, analyses such problem areas as the transition from school to working life and the inadequacies of initial training with relation to the vocational training, employment and unemployment situation.

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PREFACE

Young people of foreign origin, second generation youngsters, young immigrants: the diversity of terms that can be used is indicative of the problems of defining such complex and varied realities which are so dependent on social, historical, environmental, emotional and conjunctural factors that they cannot be explained by macrosocial analysis. We should first state our conviction that there is no such thing as "young immigrants", or at least not in the sense of a clearly definable, homogeneous grouping, a factor which imposes inevitable limits on a study which, like ours, aims at understanding an extremely complex and diversified situation.

These youngsters constitute a fairly consistent notional population within the European Community. Little is known about them: their position in the environment of school, training and employment, their aspirations and their problems. There are few statistics in any country and what information is available is either at such an aggregate level as to be of little value or else so localized that it cannot be used as a basis for generalizations. Yet knowledge of the problem is a prerequisite for any attempt to seek a solution.

In the light of these considerations, CEDEFOP embarked on a joint primary research project with the Berlin Bundesinstitut für Berufsbildung (BIBB) on the situation of young migrants in the Federal Republic of Germany. For anyone wishing to gain a greater insight into the situation, as far as we are aware, this is still the only material available for the Federal Republic as a whole. The research findings encouraged CEDEFOP to undertake secondary investigations to determine how much was known about the problem in other host countries within the Community: Belgium, Denmark, France, Luxembourg and the United Kingdom. This report forms part of a series of monographs which are the product of this secondary research.

GENERAL OBSERVATIONS

Even though the national monographs are too specific for any comparisons or aggregation, it is surprising to find that they do all point to very similar, if not identical, problem areas.

- Problems relating to the education of children of migrant workers;

- Problems concerning access to vocational training and the links between
  - success at school
  - success in vocational training
  - success in employment
  - access to the labour market.

An analysis of the monographs confirms the existence of close links between the various problem zones, converging to a central point which could be termed the "level of cultural, social and vocational integration". From a scientific point of view, it would be wrong to attempt a comparison of these problem zones on the basis of the monographs, as these are solely the product of an intelligent review of existing documents and other data (identified, collected and collated, from many different sources and with some considerable effort).

Accordingly, we consider it expedient to give the readers of these monographs a number of "general impressions" we have obtained from a review of all the monographs.

THE FAMILY AND THE SCHOOL

Family composition (e.g. a mixed marriage between a national and a non-national) and, more important, its socio-cultural category play a significant part in a young person's school career and academic success there. At least until the end of a youngster's education and training, the family remains not only a "sanctuary" but also the dominant cultural and

behavioural influence. The dominant but not the only influence, for the youngster will, from his early socialization in the school environment, be constantly trying to reconcile the different cultural models offered by the family and the host society. In this process of reconciliation there is an obvious risk of loss of cultural identity.

There is, nevertheless, a whole series of interacting and mutually reinforcing determinants that has a significant effect on the educational life chances of young children:

1. Knowledge of the host language(s): all the national monographs show that lack of linguistic competence in the language(s) of the host country has a determining influence on academic performance. In Luxembourg, for example, proficiency in three languages is necessary: Luxembourgish as the vernacular, German in primary school, switching to French in secondary school.
"A lack of knowledge of French and language learning difficulties are obviously an initial handicap which has repercussions at every level of educational and social integration". (3)

In Denmark, "the term foreign language national is used more commonly than immigrant" and "this language barrier may continue even after immigrants have become Danish citizens..." (2)

"The ability of foreigners to express themselves in writing in the German language is far below standard". (5)

2. Time of arrival in the host country: the monographs agree that "late arrivals" usually encounter problems with assimilation, resulting in academic failure in their first year at school and having to stay down in the same year once or even more.

3. Pre-school attendance: the number of foreign two- to three-year-olds attending pre-school units is disproportionately low. When the children do take part, these activities have a beneficial effect on their future schooling. In Denmark (1980),

for example, only 39% of foreign children in the 2-3 age group attended play school. The percentage is slightly higher in Germany and France.

There is, however, a general feeling that experimental schemes promoted and guided by the European Commission in pursuance of the Council directive on the schooling of migrant workers' children (+) might help to reduce academic failure by creating an awareness that there may be a multicultural society. The Danish report is quite explicit on this point.

Drop-out and failure rates in primary education differ in the various contexts studied, but there is a general consensus that after primary education, there is a substantial decline in the number of children of foreign extraction attending general, technical and vocational education. The more advanced the level of education, the fewer the immigrants. Even allowing for the small number of young nationals who go on to further education, immigrant pupils are markedly under-represented.

Despite the fact that this analysis is based on a number of different contexts and situations, in this sphere it points to a series of common factors:

- a lack of motivation for staying on in education, due to academic failure or low achievement;
- family pressure on children to leave school early and find a job;
- career guidance, often based on aptitude tests which do not allow for differences in the individuals being tested, with the result that youngsters are too readily directed towards "practical activities" or the less "demanding" subject options at school;
- spatial segregation, leading (as all the monographs show) to the creation of a "ghetto", which also has a negative effect on the learning of the host language and, at a more general level, on integration into society and the more specific environment of school.

(+) Directive: Official Journal No. L 30, 6.8.1977

SCHOOL AND VOCATIONAL TRAINING

By the time these young people reach the minimum school leaving age, there are far fewer opportunities open to them. In Germany, the certificate that marks the end of compulsory education is a requirement for admission to vocational education under the dual system, and even when there is no such formal impediment, access to vocational education is conditional on success at school. The future prospects of foreign youngsters both in training and on the job market are, in fact, dependent on their performance at school, one of the reasons why the Community has made this basic problem area a priority.

"The majority of research findings confirm that the key factor in the integration of young people of foreign origin is their schooling" (3).

"Immigrant youngsters remain in education until the age of 15 because it is compulsory, but then they are excluded from all branches of education" (4).

"The reason why a pupil who has to repeat years at school is bound to be an "under-user" of the educational facilities available is that academic failure has a strong influence on guidance given by the family..." (1).

So failure leads to failure. Most of these young people come onto the labour market at an early age and try, not without difficulty, to find work in areas which demand little or no skill. By contrast, it is mainly youngsters who have had a "normal" school career who move on to vocational education within the conventional education system (technical and vocational schools) or an officially recognized training system.

The obstacle race continues, however. Here too, the same old discriminating factors influence selection and, even by comparison with nationals of the same social stratum, the number of youngsters of foreign origin is disproportionately low.

One determining factor is knowledge of the host language: "When you realize that almost all teaching, particularly in technical education, is done through the medium of German, you can readily imagine the difficulties confronting children of foreign workers, even if the children were born in Luxembourg. They have to be proficient in four languages" (4).

One factor which prevents the youngsters from entering vocational training is "primarily, the need to earn immediately" (5). The major obstacle in all the context investigated, however, is the failure of vocational training systems to cater for the specific needs of groups of foreign youngsters, including those who, as in the United Kingdom, are not so much foreign as from "ethnic minorities" (6).

It is a known fact that the dominant culture of any country tends to undermine, if not completely suppress, minority cultures. This applies not only to immigrants but also to peasant and working class cultures. Modern technological and occupational culture and the systems which support it are created by and for the indigenous population.

The inability or unwillingness to adapt educational systems to the specific needs of groups who make demands of the systems and look for a response leads to the last resort of compensatory measures, or perhaps one should call them precautions. Measures of this kind are often taken for "underprivileged groups" in general rather than specifically for young immigrants. In Denmark, for example:

"Danish legislation provides support for handicapped youngsters within the framework of vocational training. And language difficulties count as a handicap ..." (2).

Large numbers of these young people attend "supplementary classes" in Luxembourg, "youth schools" in Denmark, "pre-vocational courses" or "local missions" in France and "social advancement" courses in Belgium. It is also not unusual for

parallel systems of education to be set up to cater for the needs of foreign youngsters by their own national authorities and, being an alternative to "non-training", to an extent they attract drop-outs from the conventional educational and training systems in the host countries.

VOCATIONAL TRAINING AND EMPLOYMENT

The transition from training to employment might be more accurately expressed as a transition from "non-training" to shrinking labour markets. The introduction of new technology into industry is steadily reducing the number of repetitive, low-skill, manual jobs formerly done by "first generation" immigrants brought in to contribute to the economic growth of industrialized countries.

An additional factor is that immigrant labour is concentrated in declining or threatened areas of employment like the steel and building industries.

The pressure exerted on youngsters by family, school and careers advisers to find employment at an early age has already been mentioned. When they do find work, though, it is usually in unskilled jobs, so that their lack of training is parallelled and aggravated by a lack of useful work experience.

"...immigrants will never achieve cultural or social assimilation so long as they are segregated on the fringes of the working world " (1).

There seems to be no great discrepancy between the numbers of young nationals and non-nationals without jobs. In France, in fact, unemployment trends appear to be developing along exactly the same lines. It is in the quality of employment rather than quantity that there seems to be an appreciable gap.

Foreign young people tend predominantly to be employed in manual or unskilled jobs. One wonders whether the present generation is not merely reproducing the pattern of its predecessors, with the added problem of an overall decline in the number of jobs available.

AREAS OF INVESTMENT

This brief examination of some of the problem areas which affect the future of young people of foreign origin inevitably touches only on the surface; no original discoveries can be claimed and no new proposals can be made. Nevertheless, we feel that attention might well be drawn to certain areas in which it would be worth investing research and positive action:

1. Too little is known about these young people's situations and problems and the statistical information available is non-existent, fragmentary or contradictory. There is an evident need for a major investment in research on the wide variety of situations encountered in this particular group of young people and the individual connotations.

2. Recognition of the undoubted fact that it is at school that the future of the youngsters in society and the working world is determined should point to a clearer definition of how to mobilize immigrant leaders, employers, unions, the authorities and families to ensure that they give maximum support for schemes set up by the European Commission in pursuance of the directive on "the schooling of the children of migrant workers".

3. The ability of vocational training systems to adjust to the specific needs of foreign youngsters and, more generally, underprivileged youth as a whole is a far-reaching social challenge. We need to understand where and how adjustments can be made without having to resort to remedial measures that are not very effective and that segregate the recipients even more.

4. Teaching of the host country's language or languages is still a challenge in terms of teaching methods and aids, the imparting of greater motivation and a commitment in the community at large.

5. The lack of information and the shortcomings of educational and vocational guidance point to the need for a greater understanding and a clearer definition of methods of stimulating interaction and integration amongst teachers, counsellors, families and the community.

6. Finally, there is a clear need for positive measures to make it easier for foreign youngsters to gain access to vocational training, and to support while they are training.

Duccio Guerra
CEDEFOP

NOTES

The quotations in this article have been taken from reports on the training situation of youngsters of foreign origin in

1. Belgium[+]
2. Denmark[+]
3. France[+]
4. Luxembourg[+]
5. Federal Republic of Germany[++]
6. United Kingdom[+]

[+] monographs will soon be available in French, English and German (also summary reports in Danish, Italian and Dutch)

[++] research report published in French, English and German

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1. Introduction

In carrying out a research study on the subject of "the vocational training situation of young migrants" in the Grand Duchy of Luxembourg using existing documentation, there are from the outset certain difficulties related to the subject matter of the research itself. The structure of the documents brought together requires some explanation in order to provide a better understanding of the analysis.

Firstly, existing studies are very often fragmentary; either they deal merely with a part of the subject, e.g. migrant workers on the labour market, or they encompass the subject within a much broader framework, e.g. a general study of educational handicap or even of the family in Luxembourg.

Then again, available statistics, even if they are recent, are not always exhaustive or adequately broken down so as to provide an accurate reflection of young migrants' situation in the area of vocational training.

Finally, the fact that the absolute number of individuals concerned is relatively low, especially when compared with the situation experienced in other countries, sometimes tends to obscure the more significant trends.

Indeed, even though it appears that many young foreigners have only a low level of job skills, the relative buoyancy of the labour market and the development of new tertiary

activities have, to date, made it impossible to establish a correlation between the fact that many young people have hardly any vocational training and a proportional increase in unemployment.

In our view, this study coincides with a turning point in the development of the economic situation of the Grand Duchy of Luxembourg. The effects of the economic crisis - fewer jobs, etc. - although becoming apparent later than in neighbouring countries, are now helping to change accepted thinking.

They are also helping to highlight previously latent tensions and to jeopardise the fragile equilibrium of the past. This trend is particularly evident in relation to the young migrant population.

This state of affairs emerges more from talks with local officials than from the studies which have been carried out, since these latter related in essence to situations of the past.

This analysis will attempt to take account of these two sources. Indeed, without discounting scientific studies, one must realise that in a country where "everyone knows everyone else", the opinion of political officials and community leaders, the possibility of swift decision-making they enjoy, and of seeing the effects thereof just as swiftly, constitutes a major factor which no report dealing with Luxembourg can afford to ignore.

2. Overall statistical situation

The Grand Duchy of Luxembourg stands out from other EEC countries, not only by reason of its small geographical size, but above all, for our purposes, by virtue of its very high percentage of foreign workers.

As Georges Als[1] points out, "the population of Luxembourg holds three records which give cause for concern":

- the world's lowest birth rate: 1.35 children per Luxembourg woman on average. The mortality rate outstrips the birth rate;
- the highest percentage of the elderly, calculated in relation to the Luxembourg population;
- the highest percentage of foreigners; over 26% of the total population.

However, these foreign workers by no means constitute a homogeneous group, either in socio-cultural terms or in job terms.

The largest group, which will constitute the focal point of this study, is made up of "foreign wage-earners or migrant workers". They are mainly Portuguese and Italians who, together with their families, account for 70 to 80 000 of the 96 000 residents of non-Luxembourg nationality in the country. They are followed by the cross-border workers,

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[1]Als, G., "Foreigners in Luxembourg" in Benelux 81/1, Brussels, 1981.

Belgian, French or German nationals (± 13 000). These workers are obviously not included in the population statistics, but they do appear in employment statistics for Luxembourg.

A third category is made up of foreigners working in the business sphere, banks and insurance companies, which operate in the Luxembourg market place.

A fourth category of European and international civil servants (over 10 000 individuals) also accounts for a proportion of the foreigners living in the Grand Duchy - 9 to 10% of the foreign population.

It is obvious that for the purposes of the study commissioned by CEDEFOP, the latter three categories do not enter into consideration.

They are mentioned, however, since on the one hand official statistics are not always broken down into sufficient detail to be able to distinguish between the various categories of foreigners precisely, and on the other, given the small scale of the population, the size and qualitative significance of these different groups very often blur the specific characteristics of each one, giving way to a mean which obscures existing differences.

After having given an overall view of the size of the foreign population - and within it the number of young people between 15 and 25 years of age - as compared to the

total population, at each stage of this research an attempt will be made, insofar as is possible, to isolate those who constitute the subject matter under study.

2.1 Foreign Population by Nationality and Total

Despite the economic crisis, which is also affecting Luxembourg, it emerges from a reading of the latest statistics (31 March 1981) that the number of foreigners is rising steadily.[2]

Numbers are in the order of 96 000, or 26.3% of the total population. After discounting international civil servants and members of their families, foreigners amount to at least 22%.

Twice war interrupted the growth of the foreign population. Since 1945, it has risen steadily.

Germans made up the largest group until the Depression of 1930. After the Second World War, the Italians went into the lead. The Portuguese arrived in such large waves from the mid-60 s onwards that as from 1976 they have overtaken the Italians. Their numbers have now reached the record figure of circa 29 309 (family members included).

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[2] Source: STATEC Economic Statistics, Ministère de l'Emploi, Luxembourg 1981.

Table 1: Total population by nationality (1875-1981)[1]

Nationality	1875	1840	1890	1900	1910	1922	1930	1935	1947	1960	1966	1970	1981
Total population	205 158	209 570	211 088	235 954	259 891	260 767	299 993	290 913	290 992	314 889	334 790	339 841	364 602
Luxembourg population	199 263	197 027	193 098	206 956	220 168	227 331	244 162	258 544	261 850	273 373	278 057	277 337	268 813
Foreign population	5 895	12 543	17 990	28 998	39 723	33 436	55 831	38 389	29 142	41 516	56 733	62 504	95 789
Europe	5 889	12 535	17 926	28 945	39 608	31 577	53 089	36 212	25 114	37 671	...	...	92 400
Italy	71	219	439	7 432	10 138	6 170	14 050	9 208	7 622	15 708	24 902	23 490	22 257
Germany	3 497	8 412	12 296	14 931	21 762	15 501	23 576	16 815	7 525	7 941	7 950	7 800	8 851
France	853	1 085	1 425	1 895	2 103	4 335	4 669	3 478	3 660	5 003	7 168	8 473	11 940
Belgium	1 363	2 548	3 234	3 877	3 964	3 695	4 080	3 273	3 645	5 232	5 968	6 455	7 854
Netherlands	42	39	50	106	141	164	200	157	140	1 763	2 448	2 477	2 941
Portugal	...	...	...	...	...	...	...	...	...	...	1 147	5 783	29 309
United Kingdom	...	...	...	...	...	...	...	...	...	118	...	394	2 027
Spain	...	...	...	...	...	...	...	...	...	...	1 665	2 155	2 073
Yugoslavia	...	...	...	...	...	...	...	...	...	185	...	478	1 501
Denmark	...	...	...	...	...	...	...	...	...	...	...	...	802
Poland	...	...	...	...	...	...	...	...	...	727	...	498	344
Switzerland	13	33	76	134	181	181	299	151	185	333	...	338	483
Other European countries	60	199	406	570	1 339	1 531	6 215	3 070	2 337	614			2 038[1]
United States of America	5	8	33	18	72	116	149	87	105	441			894
Other American countries				8	—	10	18	13	14	38	3 100	1 889[2]	337
Africa	—	—	24			3	9	2	4	4			824
Asia	1	—	—	—	7	—	23	15	12	31			579
Australia & Oceania		—	—	—		2	—	—	—	11			33
Indeterminate & unknown nationality	—	—	31	3	36	10	—	30	247	787	3	905	98
Stateless persons	—	—	—	—	—	1 718	2 542	2 000	3 848	2 533	2 384	1 373	1 024
Total population	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000
Luxembourg population	971	940	915	877	847	872	814	871	900	868	831	818	737
Foreign population	29	60	85	123	153	128	186	129	100	132	169	184	263
Europe	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000	1 000
Italy	999	999	996	998	997	945	951	944	862	807	...	...	865
Germany	12	17	24	256	256	185	252	242	262	378	439	378	232
France	593	671	683	515	548	484	422	438	258	191	140	125	82
Belgium	145	86	79	85	53	130	84	91	126	121	127	138	125
Netherlands	230	203	180	134	100	110	73	85	125	128	105	103	82
Portugal	7	3	3	3	3	6	4	4	6	43	43	40	31
United Kingdom	...	...	...	...	...	...	...	...	...	...	20	83	308
Spain	...	...	...	...	...	...	...	...	...	3	...	6	21
Yugoslavia	...	...	...	...	...	...	...	...	...	...	29	34	22
Denmark	...	...	...	...	...	...	...	...	...	4	...	8	18
Poland	...	...	...	...	...	...	...	...	...	...	...	...	8
Switzerland	2	3	4	5	4	5	5	4	6	8	...	5	5
Other European countries	10	16	23	30	34	46	111	80	80	15			21
United States of America	1	1	2	1	2	4	3	3	4	11			7
Other American countries		—	—	0	—	0	0	0	0	1	66	30	3
Africa		—	—	1	—	0	0	0	0	0			7
Asia	0	—	—	—	0	—	0	0	0	1			0
Australia & Oceania		—	—	—	—	0	—	—	—	0			0
Indeterminate and unknown nationality	—	—	2	0	1	0	—	1	0	19	0	14	1
Stateless persons	—	—	—	—	—	81	48	82	125	81	42	22	11

1 of whom: Austria 422, Greece 35, USA 717, Others 655

2 of whom: Austria 380, Greece 236, Irland 282, Iceland 390, Others 750

[1] Source: General population census 31 March 1981. Volume 1. Personal population characteristics. STATEC, Ministry of the Economy, Luxembourg, October 1983.

The arrival of the Yugoslavs dates back to 1970 and is linked to a Yugoslav initiative, as that country's Government had proposed opening negotiations at a time when Luxembourg was suffering from a serious shortage of labour. The talks ended in the signing of an agreement governing the employment of Yugoslav workers in Luxembourg on 28 May 1970. A similar agreement, signed in Lisbon on 20 May 1970, deals with the employment of Portuguese workers. The two agreements were ratified by Laws of 11 April 1972.

Table 2: Foreign population - variations 1971-1979[3]

Excess due to migration (1)	+ 25 658	
Excess births (2)	+ 10 330	
Total excess (3) = (1) + (2)	+ 35 988	
Naturalisations and options (4)	+ 5 650	
Foreign population (5) = (3) - (4)		+ 30 338
Luxembourg population		
Excess births (6)	- 12 200	
Luxembourg population (7) = (6) + (4)		- 6 550
Total population (8) = (7) + (5)		+ 23 788

"In one decade, the increase of the foreign population - 40 000 individuals - accounts for more than 10% of the country's population, whereas the Luxembourg population has decreased by 14 200 individuals, or by 5.1% of its 1970 total (which was 277 300). The entry of 7 100 foreigners

[3] Source: STATEC, Economic Statistics, Luxembourg, 1981.

into the Luxembourg population by naturalisation or by option[I] goes some way towards correcting this situation.

The foreign population is increasing not only by migration, but also via the birth rate (+ 1 200 per annum), whereas the Luxembourg population is falling by more than 1 000 persons per annum as a result of the higher mortality rate".[4]

Table 3: Births and deaths by nationality[5]

	Live births			Deaths			Excess births		
Year	Total	Luxembourg	Foreign	Total	Luxembourg	Foreign	Total	Luxembourg	Foreign
1967	4 957	3 654	1 303	4 124	3 770	354	833	- 116	949
1970	4 411	3 143	1 268	4 154	3 775	379	257	- 632	889
1975	3 982	2 329	1 653	4 370	3 962	408	-388	-1 633	1 245
1978	4 072	2 496	1 576	4 187	3 749	438	-115	-1 253	1 138
1979	4 078	2 517	1 561	3 985	3 593	392	93	-1 076	1 169
Year	Birth rate in per thousand			Birth rate in per thousand			In per thousand		
1967	14.8	13.1	22.9	12.3	13.6	6.2	2.5	-0.5	16.7
1970	13.0	11.3	20.3	12.2	13.6	6.1	0.8	-2.3	14.2
1975	11.1	8.5	19.2	12.2	14.5	4.6	-1.0	-6.0	14.2
1978	11.4	9.2	17.3	11.6	13.8	4.8	-0.4	-4.6	12.5
1979	11.2	9.3	16.8	11.0	13.2	4.2	0.2	-3.9	12.6

This population outline immediately demonstrates one of the principal characteristics of the population trend in Luxembourg.

[I] on reaching the age of majority (translator's note)

[4] Source: STATEC, Population census 31 March 1981, quoted in document no. 2682 of the Chamber of Deputies "Problématique Enseignement - Immigration", February 1983.

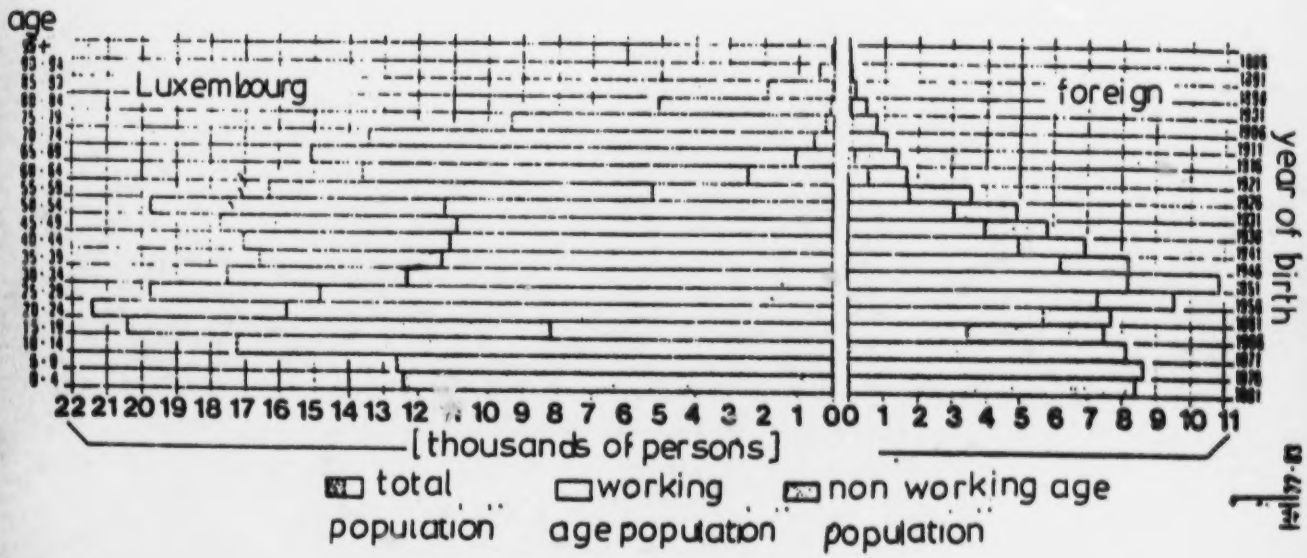
[5] Source: STATEC, op. cit.

Census statistics show a drop in the total population of Luxembourg since 1975. Although the trend is reversed in 1979, the very slight increase (more births than deaths) is solely attributable to the foreign population, whose high birth rate offsets the decrease registered in respect of nationals.

It is clear that in the long run this situation will lead to far-reaching upheavals in the social fabric of the country.

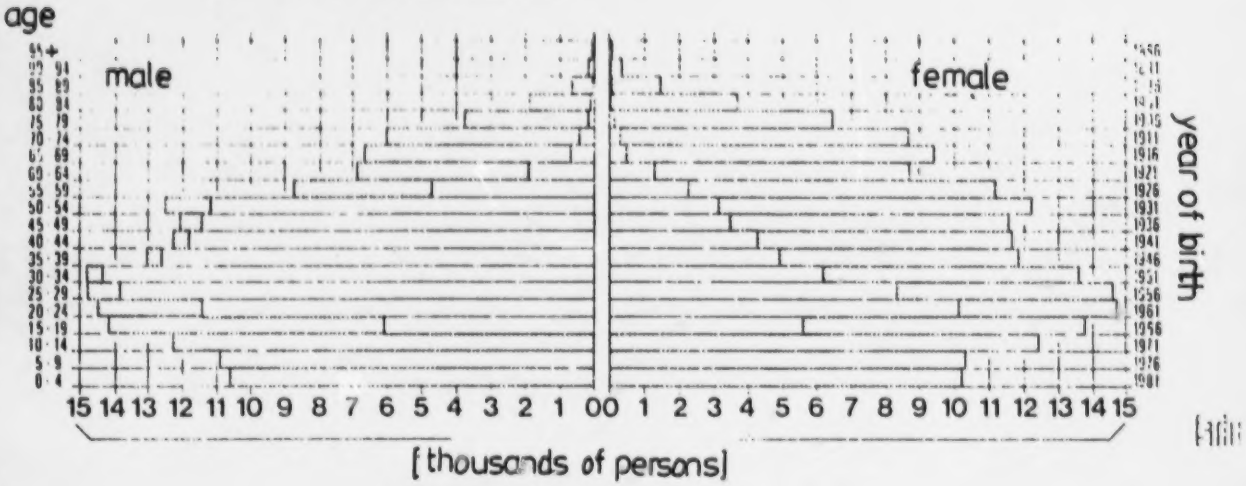
The following tables and graphs clearly show the increasing numbers of young foreigners as compared with young Luxembourgers.

Graph 1: 1981 population census
Total population and population of working age, by age group and nationality[1]

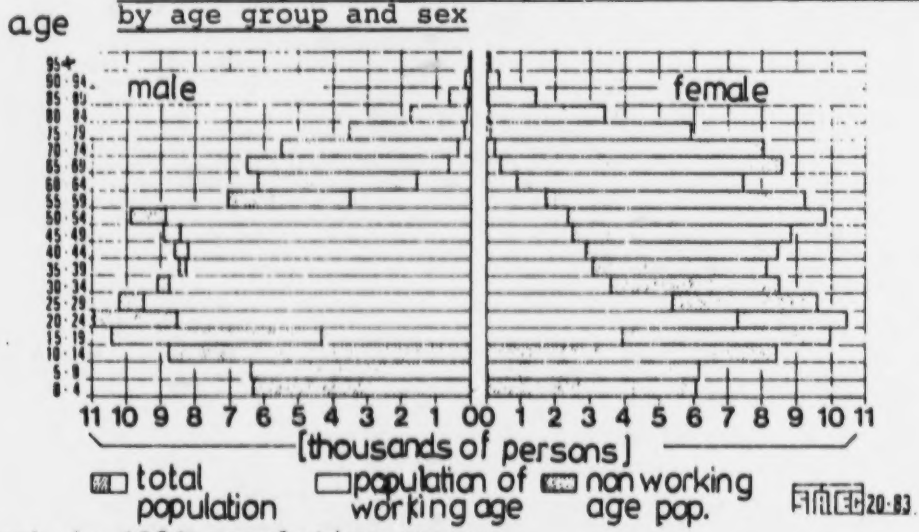

age
Luxembourg
foreign
year of birth
22 21 20 19 18 17 16 15 14 13 12 11 10 9 8 7 6 5 4 3 2 1 00 1 2 3 4 5 6 7 8 9 10 11
[thousands of persons]
total population
working age population
non working age population

[1] Source: STATEC, Socio-economic and personal population characteristics, STATEC, Luxembourg, 1984.

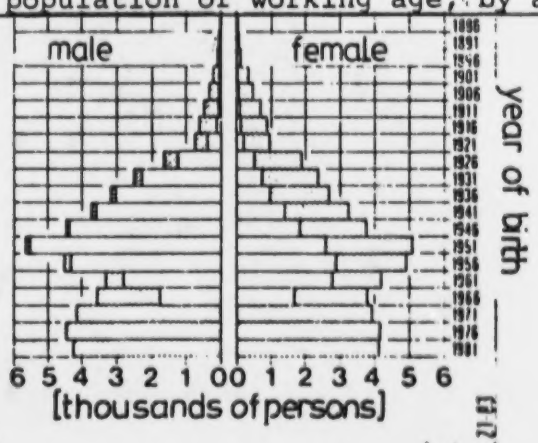
Graph 2: 1981 population census
Total population and population of working age, by age group and sex



Graph 3: 1981 population census
Luxembourg nationality population of working age, by age group and sex

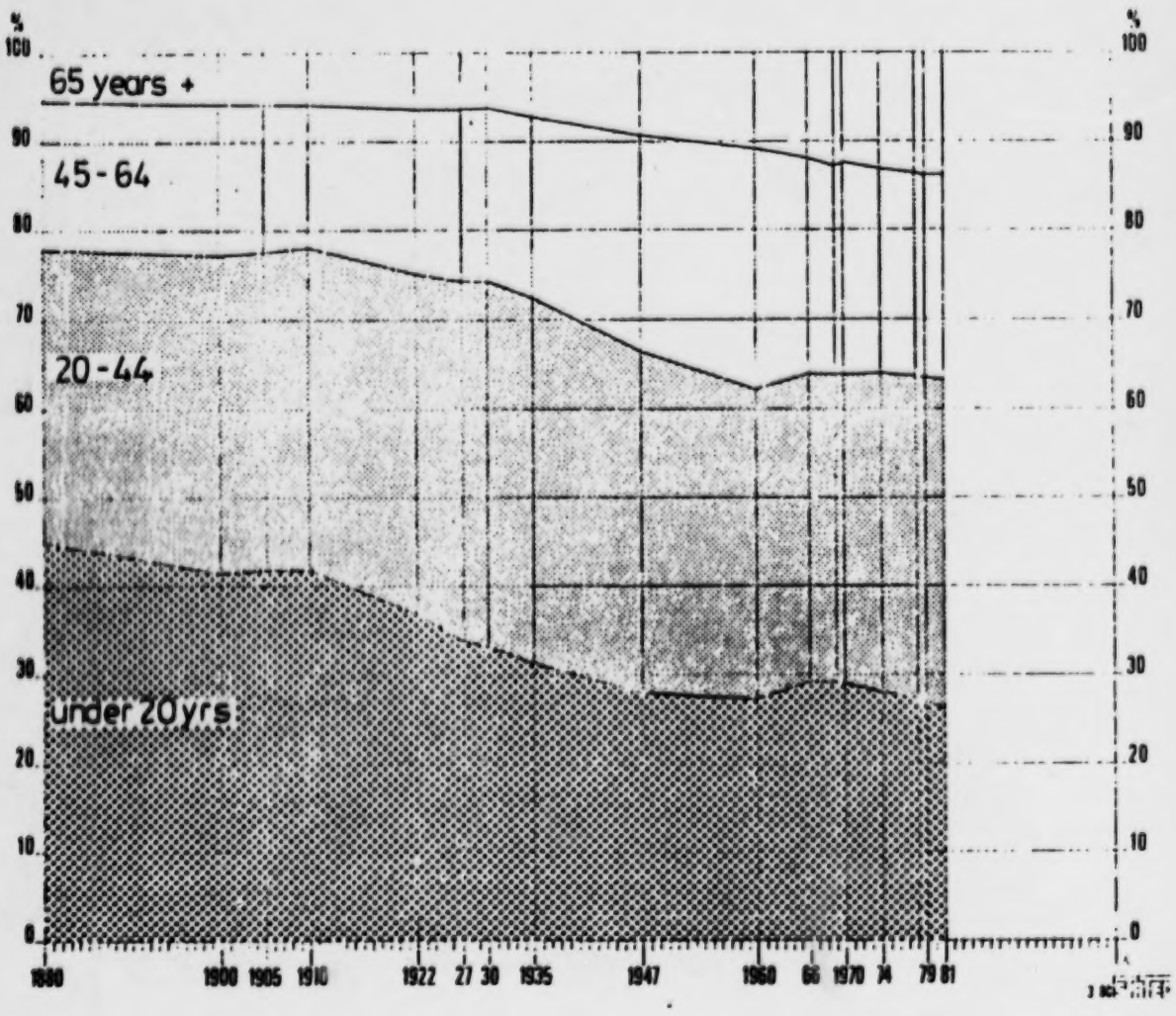

age
male
female
11 10 9 8 7 6 5 4 3 2 1 00 1 2 3 4 5 6 7 8 9 10 11
[thousands of persons]
total population
population of working age
non working age pop.
STATEC 20-83

Graph 4: 1981 population census
Foreign population of working age, by age group and sex



Source : STATEC, op.cit.

Graph 5: Population by broad age group in %[1]



[1] Source : STATEC, op.cit.

schoolchildren.

In this context it is relevant to reproduce, in addition to the statistical tables, three graphs showing the development of the main nationalities within Luxembourg primary education.

Given the low birth rate recorded for the indigenous Luxembourg population, the presence of migrant children in primary classes is expanding very rapidly. Statec studies show that by age group the breakdown between Luxembourgers and foreigners is as follows:

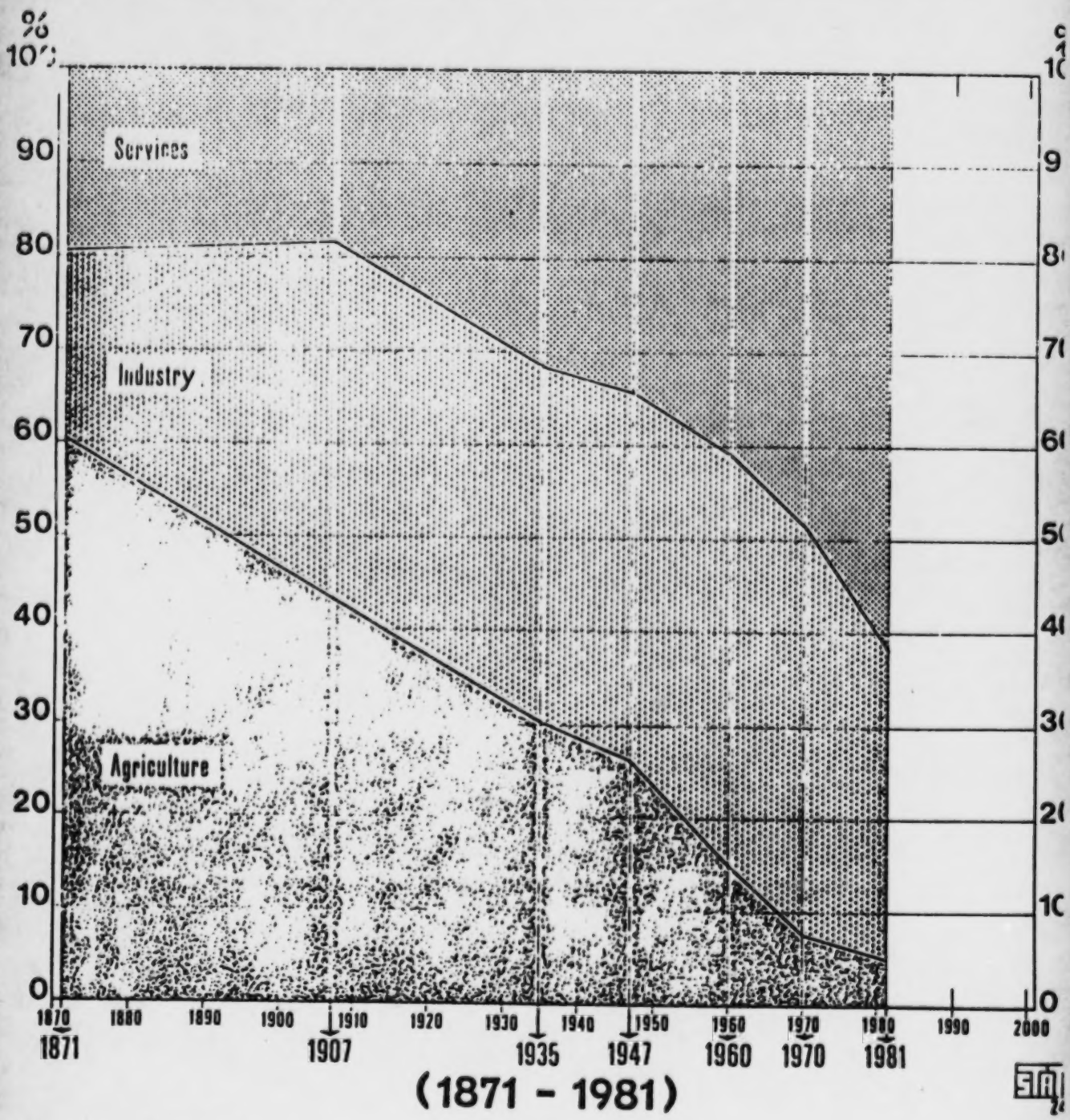
Table 9

	Luxembourgers	Foreigners
Over 60 years of age	92%	8%
20 to 59 years	73%	27%
0 to 19 years	70%	30%

The above table describing population structure by age clearly shows that foreigners are particularly well represented in two age groups. Among people aged from 20 to 59 years, 27% are foreign, and in particular among those up to 19 years of age there are currently 30.4% of foreigners.

In the 0-12 years age group, the average ratio of children of foreign nationality is 32% with a peak of 41% for

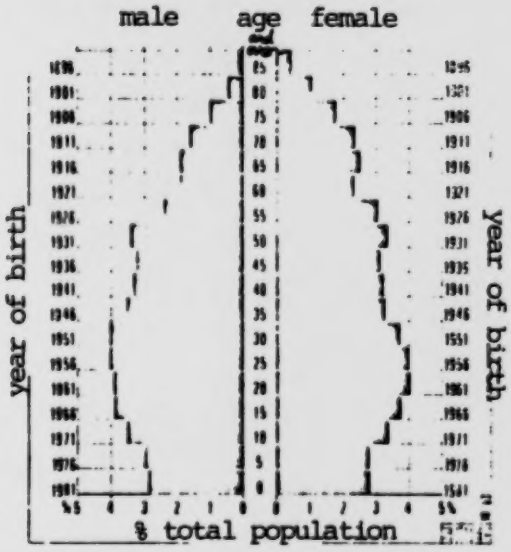
Graph 6: Working population by sector of the economy (in %)[1]



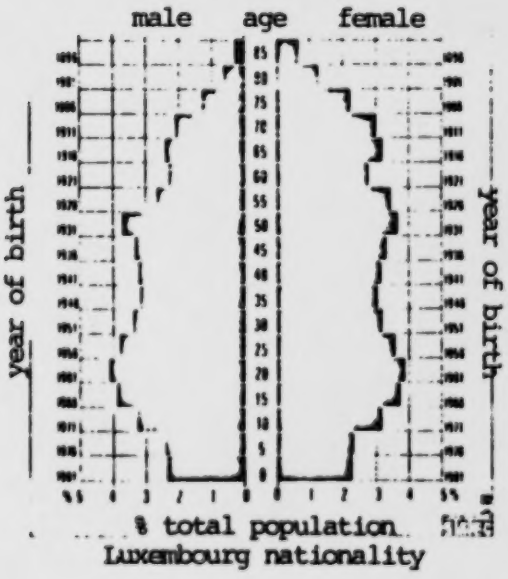
[1] Source: STATEC, op. cit.

Graph 7:

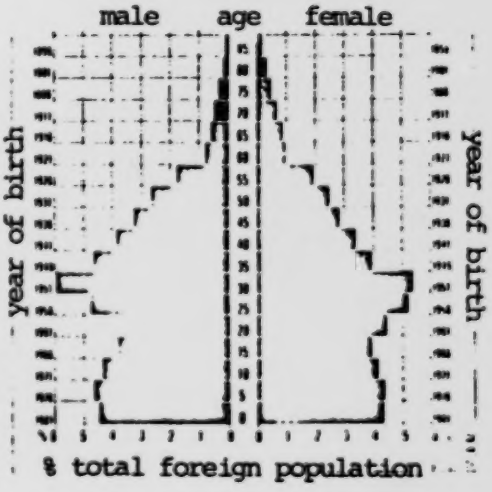
a) Population of the Grand Duchy of Luxembourg at 31 March 1981



b) Population of Luxembourg nationality at 31 March 1981



c) Foreign population at 31 March 1981



[1] Source : STATEC, op.cit.

The foreign population is clearly younger than the Luxembourg population, as the preceding graphs and tables show. In 1981, the over sixties accounted for 22.1% of Luxembourgers, as against 5.9% of foreigners. Conversely, young people under 20 made up 23.4% of the Luxembourg population, as against 34.0% of foreigners. It is not surprising that the employment figures are also higher for these latter: 48.2% as opposed to 38.7% for Luxembourgers. Nevertheless, this proportion is falling as a result of families reuniting (increased percentage of young people) and as a result of the gradual ageing of the foreign population.

In the working population, foreigners are proportionally even better represented, since they amount to 30% of the total workforce (33% including cross-frontier workers).

As regards foreign wage-earners, the Administration de l'Emploi (Department of Employment) counted 53 800 in 1983, 17 800 of whom were women. The staff of international organisations are not included in the totals. The trend in the number of foreigners working in the Grand Duchy is as follows:

Table 10: Population projection for the 10 to 20 year old population (STATEC)

Age	12	13	14	15	16	17	18	19	20	Total
1. Year 1978										
- Luxembourg pop.	3 873	4 052	4 057	4 106	4 121	4 307	4 345	4 419	4 303	37 583
- foreign pop.	1 491	1 507	1 502	1 363	1 309	1 340	1 391	1 379	1 335	12 612
- total pop.	5 364	5 559	5 559	5 469	5 430	5 647	5 736	5 798	5 638	50 200
2. Year 1990 projection 1										
- Luxembourg pop.	2 458	2 334	2 274	2 397	2 351	2 440	2 781	3 084	3 094	23 213
- foreign pop.	1 606	1 593	1 675	1 791	1 654	1 665	1 706	1 658	1 625	14 971
- total pop.	4 064	3 927	3 949	4 188	4 005	4 105	4 487	4 742	4 719	38 186
3. Year 1990 projection 2										
- Luxembourg pop.	2 458	2 274	2 274	2 397	2 351	2 440	2 781	3 104	3 194	23 333
- foreign pop.	1 646	1 723	1 723	1 843	1 714	1 737	1 796	1 749	1 662	15 507
- total pop.	4 104	3 997	3 997	4 240	4 065	4 177	4 577	4 853	4 856	38 840
4. Year 1990 projection 3										
- Luxembourg pop.	2 458	2 274	2 274	2 397	2 351	2 440	2 781	3 104	3 194	23 333
- foreign pop.	1 686	1 771	1 771	1 895	1 774	1 809	1 886	1 860	1 799	16 161
- total pop.	4 144	4 045	4 045	4 292	4 125	4 249	4 667	4 964	4 993	39 494

• reference date for the projections: 1.1.1991

• reference date for 1978: 15.10.1978

Table 4: Foreigners working in the Grand Duchy (in thousands)[6]

	1978	1979	1980	1981	1982	1983
Belgium	7.6	7.5	7.6	7.6	8.1	8.4
Netherlands	0.7	0.7	0.7	0.7	0.8	0.9
France	8.0	8.1	8.5	10.0	10.0	10.1
Germany	4.3	4.5	4.6	4.6	4.7	5.0
Italy	10.7	11.0	11.2	9.2	8.9	9.1
United Kingdom	0.3	0.3	0.4	0.4	0.4	0.5
Denmark	0.1	0.1	0.1	0.1	0.1	0.1
Spain	2.2	2.2	2.3	1.0	1.0	1.0
Portugal	13.1	13.3	13.7	15.9	15.5	15.9
Yugoslavia	0.6	0.6	0.6	0.7	0.7	0.7
Other countries	1.7	1.7	1.8	1.8	1.9	1.9
Stateless persons	0.5	0.5	0.4	0.2	0.2	0.2
Total	49.8	50.4	51.9	52.2	52.3	53.8

The high number of Belgian, French and German workers may be explained by the fact that a large proportion of them are cross-border workers.

In 1983 that applied to 6 100 Belgians (out of 8 400), 6 100 French nationals (out of 10 000) and 1 900 Germans (out of 5 000).

The same obviously does not hold true for other groups, particularly the Italians and above all the Portuguese who constitute the bulk of the migrant labour force.

In certain branches, foreigners are in the majority: 90% in construction, 63% in craft industries overall, 52% in

[6] Source: Directorate of Administration de l'Emploi

industry. Even in banking foreign staff make up 39%.

In iron and steel, the showpiece of Luxembourg industry, the proportion of foreign workers has almost reached 40%. It is most intriguing to watch the percentage of foreigners in the steel sector steadily rising over the years, even after the structural crisis which dealt the industry such a heavy blow.

Perhaps it is a reflection of the lack of interest shown by Luxembourg workers in a sector of the economy which no longer offers the same guarantees of job security and stability that it did a few years ago.

Whereas in banking the rapid business expansion of the 70's went hand-in-hand with an increase in numbers of highly-qualified foreign staff (skilled workers, middle management and top executives), things look very different in the craft sectors (construction, catering, etc.) and even in certain types of industries which recruit migrant workers for posts which require much lower levels of job skill.

Data supplied by the Administration de l'Emploi allow one to gain a more accurate picture of the volume of <u>new</u> recruitment and of the breakdown of these new jobs between nationalities in recent years.

Organisation of vocational training and technical secondary education

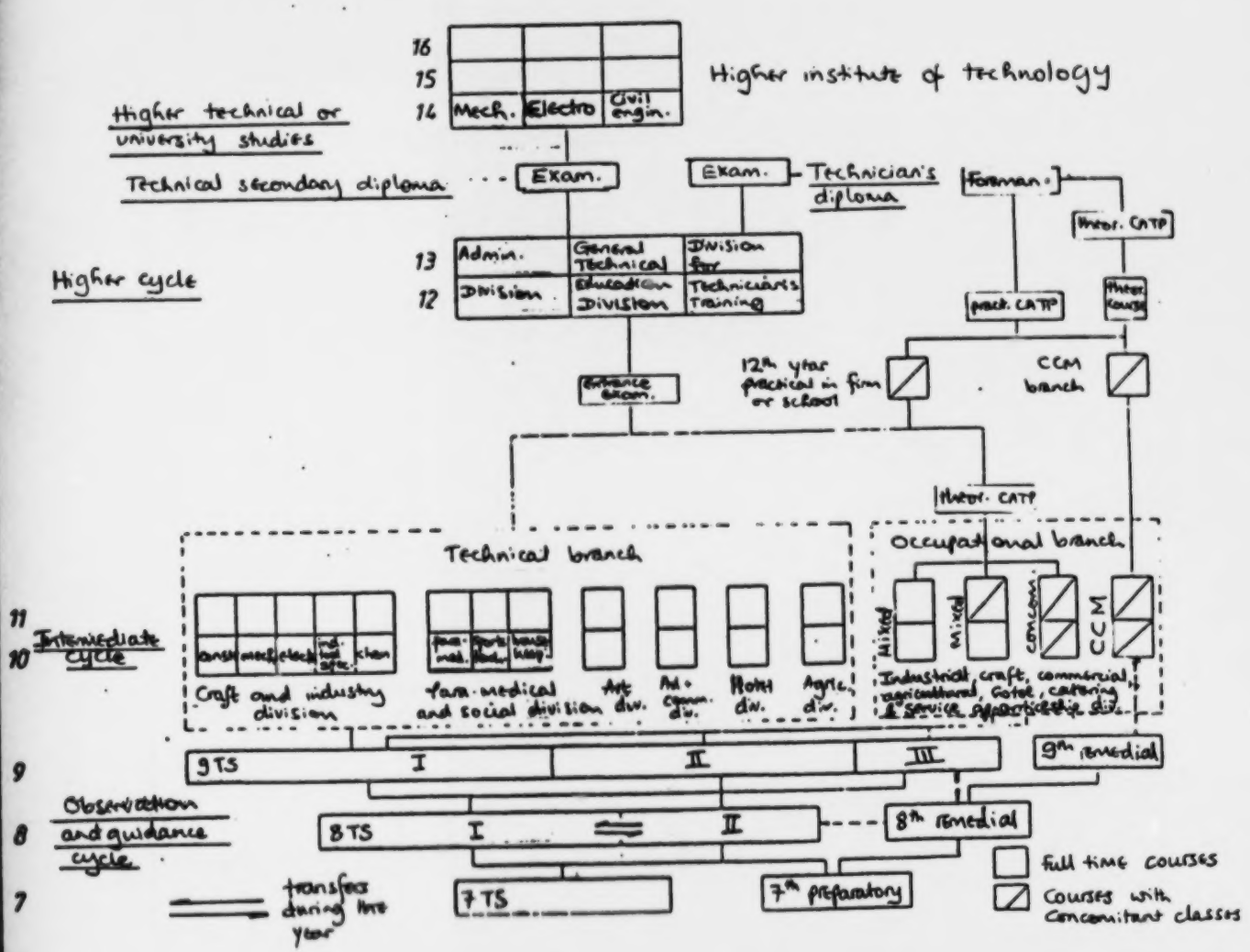


Table 5: New recruitment / Workers' nationality

	1978	1979	1980	1981	1982	1983
Belgium	419	559	461	384	341	484
Netherlands	88	107	54	35	46	65
France	1161	1518	1202	1030	779	976
Germany	419	506	308	310	277	440
Italy	686	691	476	441	310	338
United Kingdom	114	89	75	65	58	75
Spain	53	49	45	29	36	44
Portugal	779	1676	1604	1324	932	951
Others						
Total	4126	5652	4730	4131	3217	3856

One immediately notes a very clear reduction in the number of new jobs after 1979. The two main reasons for this are the crisis and the very restrictive migration policy adopted at that time.

Moreover, in 1983 one notes the start of a recovery manifested in an increased number of new jobs offered to foreigners; nevertheless not all foreigners benefit to the same extent, and the increase registered by the Italians and Portuguese is proportionately far lower than for the other nationalities.

This is confirmed by the fact that in 1983 the sectors generating the largest numbers of jobs (for foreigners), are businesses, banks and insurance companies, as well as the hotel trade and services in general.

2.2 General Statistics on Young Migrants' Education in the Grand Duchy of Luxembourg

The general statistics referred to above are drawn from both Victor Mathias' study: "The education of foreign children in Luxembourg"[7] and information provided by the Ministry of National Education.[8] V. Mathias having produced a detailed review of available data in this area, this study will to a large extent draw on the most significant elements of his research.

Only by tackling the different "problem zones" will it be possible to assess the vocational training system proper, as well as young foreigners' access to it.

The statistics on effects at school level provided by the Ministry of National Education and the comments collated by Victor Mathias thus constitute a backdrop against which it will be possible to assess the position of vocational training in the Luxembourg education system on the one hand, and on the other, means of access and difficulties encountered by young migrants in acquiring occupational skills of practical relevance to the labour market.

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[7]Mathias, V., "La scolarisation des enfants étrangers au Luxembourg", Innovation and Educational Research Service of the Ministry of National Education, Luxembourg, June 1981.

[8]Ministry of National Education, Statistical Service, Statistical Information and National Education Bulletins, years 1979-1984.

The figures provided by the Ministry of National Education make it possible to obtain a more accurate picture of the composition of the total population of foreign pupils in Luxembourg primary education. They also make it possible to assess differentiated trends according to nationality over a period of more than 10 years.

From the following table it emerges that the total number of foreign children attending primary education institutions has increased steadily from 1970 until 1979. Since then, although there has been overall stabilisation, it should nevertheless be pointed out that the strongest nationality numerically, i.e. the Portuguese, has continued to grow appreciably.

Comparing this phenomenon with the dwindling young indigenous population, it appears that the total percentage of foreigners, which stood at 32% in 1978/1979, now rises to 38% (1983/1984).

Pupils with a latin language background, generally referred to as French speaking, make up by far the highest proportion of foreign schoolchildren, in primary as well as post-primary education.

The 5% or so remaining foreign pupils may be considered in part as German (or English) speakers. The "miscellaneous" group includes a number of French speaking stateless persons, so that as a first step it becomes possible to reduce the problem of foreigners to that of French speaking

Table 6: Pupils in Luxembourg primary (+ remedial) education, by nationality 1970-1983[1]

Year	Belgium	France	Germany	Italy	United Kingdom	Spain	Netherlands	Portugal	Denmark	Greece	Ireland	Stateless persons	Miscellaneous	T o t a l
1970/71	550	613	774	3062	18	315	317	621	-	-	-	105	367	6 742
1971/72	537	631	797	3205	30	383	340	958	-	-	-	104	372	7 357
1972/73	547	673	844	3263	34	397	313	1346	-	-	-	99	444	7 960
1973/74	527	748	833	3384	36	436	332	1826	-	-	-	84	456	8 662
1974/75	524	806	853	3459	31	442	325	2224	-	-	-	91	510	9 265
1975/76	525	835	852	3414	39	449	317	2575	-	-	-	56	571	9 633
1976/77	481	893	855	3364	52	410	296	2931	-	-	-	55	634	9 971
1977/78	475	932	751	3306	73	393	297	3287	-	-	-	49	613	10 176
1978/79	469	934	668	3120	86	391	259	3741	-	-	-	36	625	10 329
1979/80	446	855	569	2906	66	330	229	4029	16	7	7	75	504	10 039
1980/81	421	804	555	2692	81	357	197	4402	13	4	6	64	503	10 099
1981/82	402	813	488	2476	76	323	200	4684	-	-	-	75	583	10 120
1982/83	425	782	457	2334	63	309	192	4912	28	6	7	55	574	10 144

[1]Source: Ministère de l'Education Nationale, Informations Statistiques, n° 157 (1984)

Table 7: Progression of foreign pupils in Luxembourg schools

Years	Pre-school education	Primary education	Technical secondary education	Secondary education	Total school population
1973-74	25.87 %	24.13 %	15.69 %	7.06 %	18.18 %
1974-75	28.73 %	26.18 %	17.19 %	7.72 %	19.95 %
1975-76	30.30 %	27.55 %	18.13 %	7.77 %	20.94 %
1976-77	33.00 %	28.91 %	17.81 %	7.85 %	21.90 %
1977-78	35.90 %	30.25 %	18.53 %	8.48 %	23.29 %
1978-79	37.80 %	31.84 %	19.09 %	8.55 %	24.32 %
1979-80	37.76 %	33.11 %	20.12 %	9.33 %	25.80 %
1980-81	39.04 %	34.81 %	21.04 %	9.79 %	26.17 %
1981-82	39.25 %	36.23 %	22.04 %	10.33 %	24.26 %
1982-83	37.17 %	38.00 %	20.37 %	11.31 %	26.71 %

Table 8: Pupils by nationality[1]

Preschool education

Years	Italians	Portuguese	Spaniards	Others[2]
1973-74	37.19%	20.70 %	5.79 %	36.32 %
1976-77	28.01 %	35.07 %	4.59 %	32.33 %
1979-80	22.34 %	45.97 %	4.00 %	27.69 %
1982-83	15.97 %	53.53 %	2.42 %	28.08 %

Primary education

Years	Italians	Portuguese	Spaniards	Others[2]
1973-74	39.06 %	21.00 %	5.03 %	34.83 %
1976-77	33.73 %	29.39 %	4.11 %	32.77 %
1979-80	30.20 %	36.21 %	3.78 %	29.81 %
1982-83	23.00 %	48.42 %	3.08 %	25.50 %

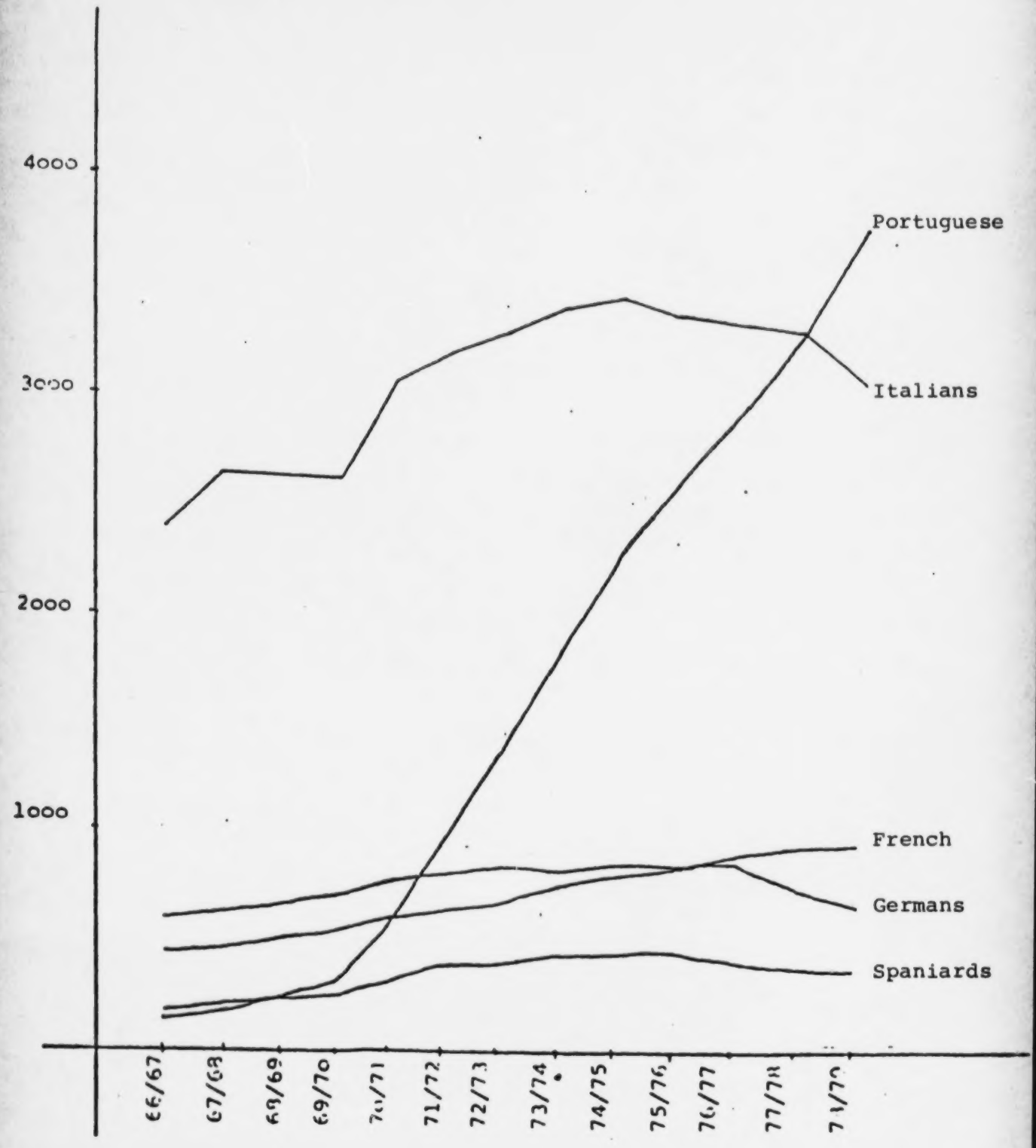
Post-primary education

Years	Italians	Portuguese	Spaniards	French	Germans	Belgians	Others[2]
1979-80	30.21 %	12.97 %	3.53 %	11.83 %	12.85 %	7.46 %	21.15 %
1982-83	34.63 %	20.79 %	3.75 %	11.35 %	10.83 %	6.17 %	12.48 %

[1] Source: Statistical Service of Ministère de l'Education Nationale.

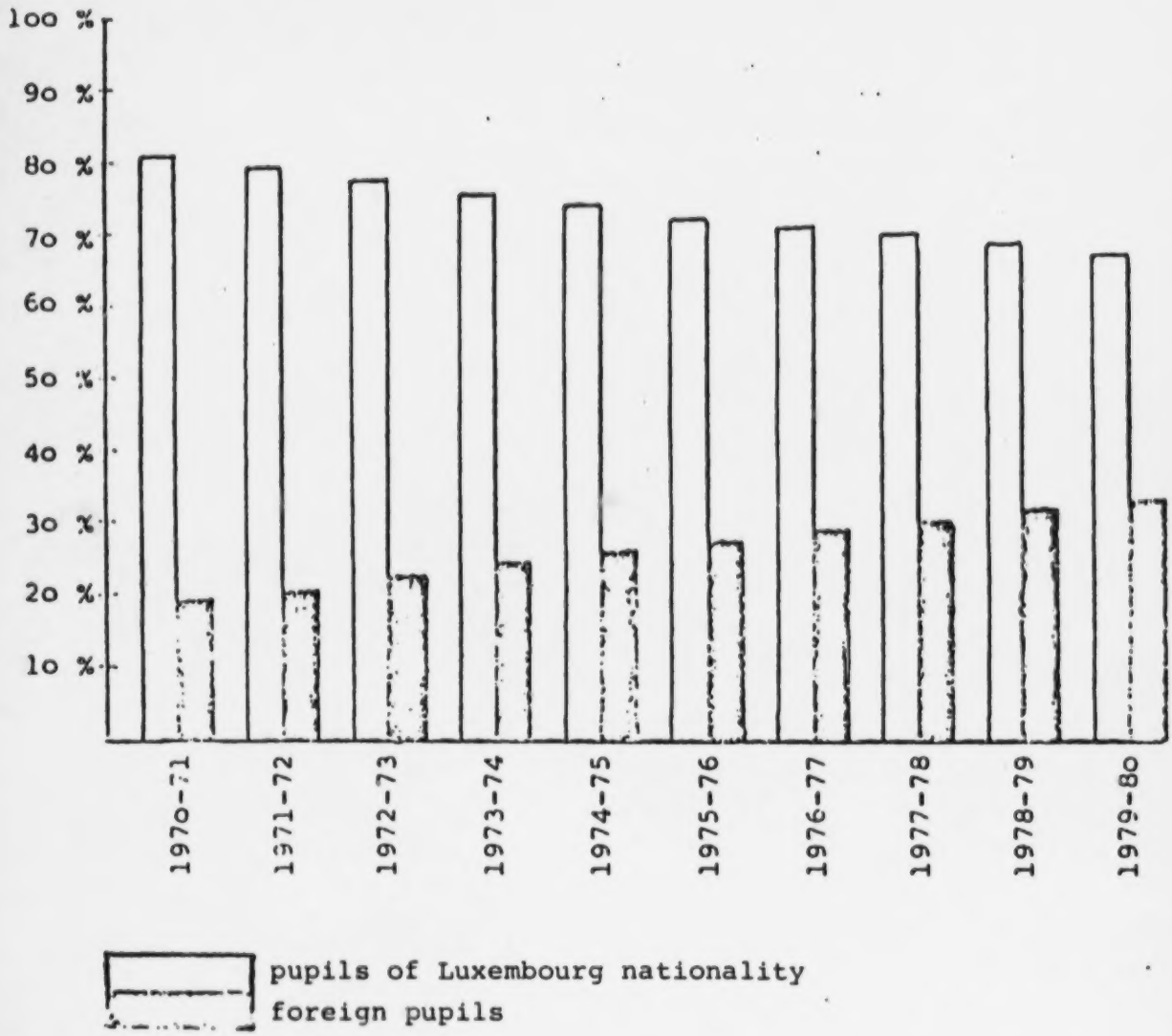
[2] These are essentially the children of new arrivals and of the 2nd generation. In the long term, the presence of foreign pupils throughout the whole spectrum of the Luxembourg teaching system is a reality to be reckoned with. Others (Germans, Belgians, Britons, French and Dutch nationals in particular).

Graph 8: The most numerous nationalities among foreign pupils in primary education (1966-1979)[1]



[1] Source: Dissertation by Mr. Jérôme Levy: Educational problems experienced by the children of foreign workers in Luxembourg.

Graph 9: Percentage of Luxembourg and foreign pupils in primary education (1st and 6th years of study - state sector and private) Total = 100%



[1] Source : MATHIAS, Victor, op.cit.

children between the ages of 5 and 8 years. After this peak the average ratio of foreigners falls back to 36%. Thus the highest proportion of foreigners is currently located in pre-school and primary school children.

The foregoing enables one to state now that the number of foreign pupils will not decline in the years to come.

Indeed, developments in primary education show us that age ranges with a high proportion of foreigners (40% and over) have not yet all started school.

Projections in relation to the proportion of foreigners over the next fifty years have been made by G. Calot[9] in a population study of Luxembourg.

For the central scenario, G. Calot posits a net annual migration balance of more than 500 persons. This figure appears to be very cautious and is explained by the fact that the data available to the author for the last two years of the survey were provisional only and had to be adjusted upwards by more than 2 000 individuals for those two years.

G. Calot's projection as far as 2030, forecasting an overall ratio of foreigners of 32% at the end of the period, cannot therefore be thought overstated. It will certainly be

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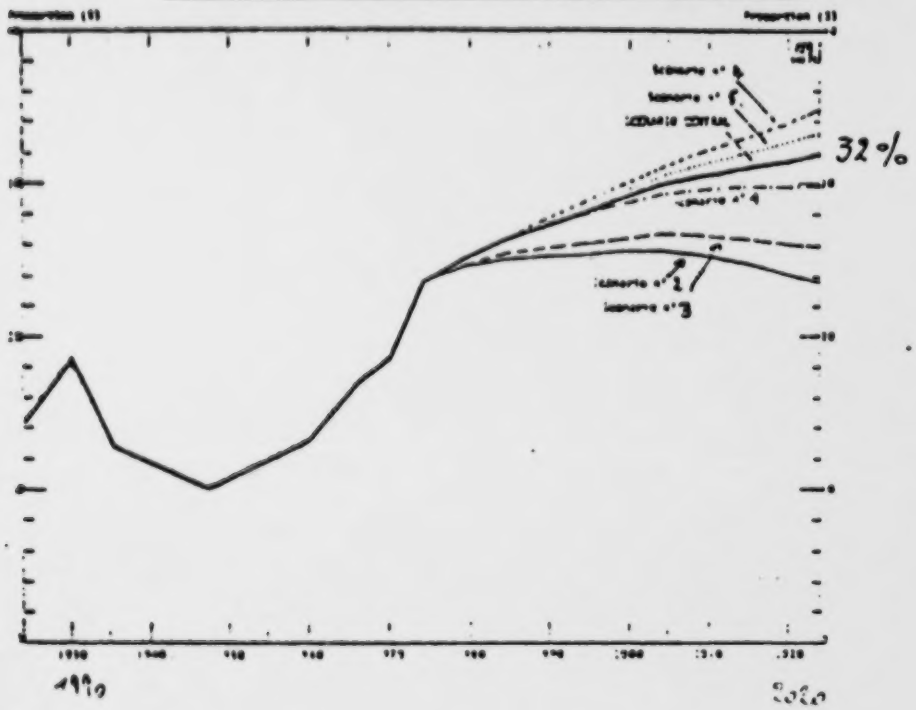
[9]Calot, G., "La démographie du Luxembourg - Passé, Présent et Avenir", STATEC, Cahiers Economiques, no. 56, Series D, September 1978.

overtaken by reality, as shown by the following table produced by Statec in the light of the most recent data on the young population.

For the Central Statistical and Economic Studies Service, the most realistic projections for 1990 show percentages ranging from 39 to 41% of young foreigners in the total 12 to 20 year old population of the Grand Duchy of Luxembourg.

Graph 10: Foreigners as a proportion of the total population in the Grand Duchy. Trends over the past fifty years (at 31 December) and projection for the next fifty years using different scenarios[1]



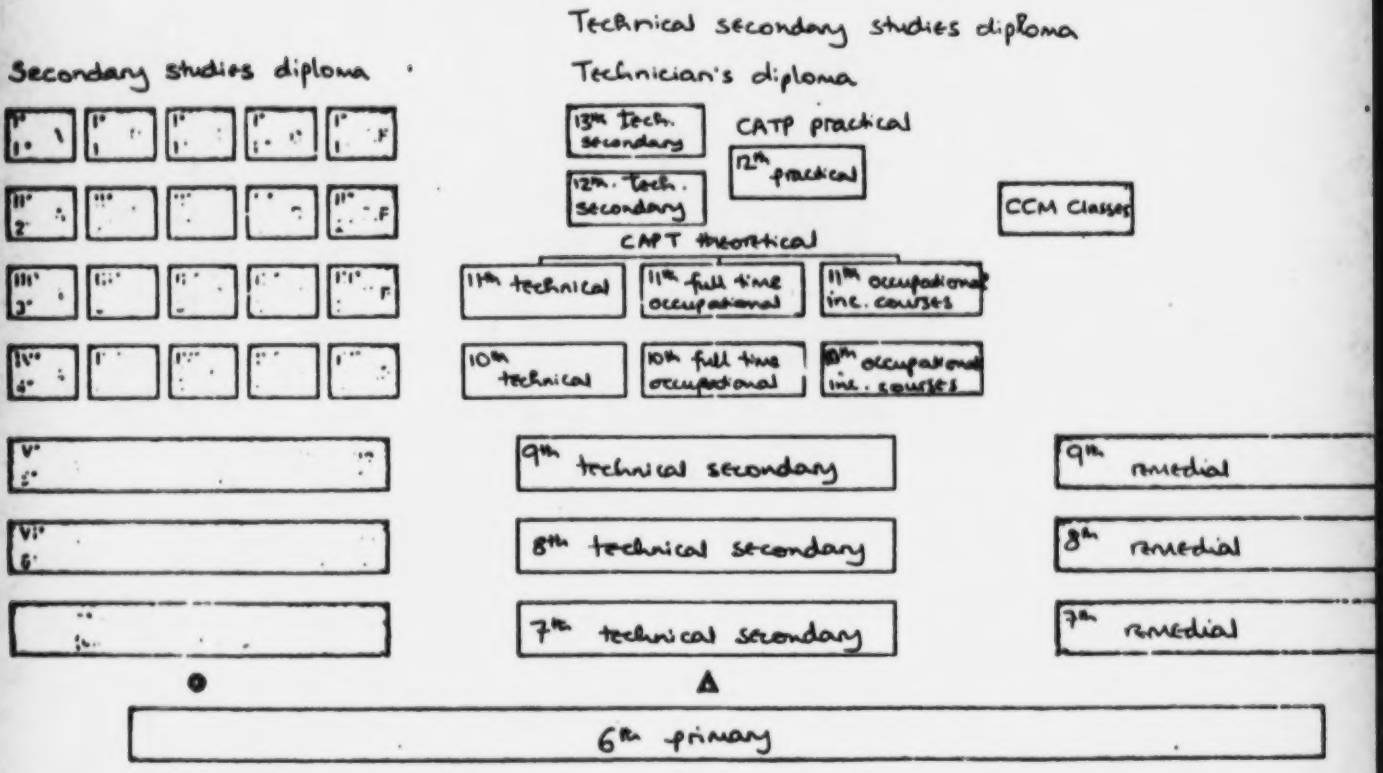
[1]Calot, G., op. cit.

3. Problem zone analysis

3.1 Foreign Children at School

3.1.1 General structure of education in Luxembourg

Diagram of post-primary education in Luxembourg[1]



[1] Source: Brochure published by Ministry of National Education, Luxembourg, 1981

After the sixth year of primary education, the pupil faces a choice between 3 types of seventh form. In opting for one of these, the pupil also chooses a specific type of curriculum, although new structures in education make it easier to transfer from one type of institution to another, especially during the first three years of post-primary education.

With the entry into force of the Law of 21 May 1979, from the school year 1980-81 onwards there have been only three separate branches of education:

1) Secondary education in grammar schools (lycées)
Duration of study: 7 years.
Purpose: diploma attesting to the completion of secondary studies. Preparatory study, primarily for higher studies.

2) Technical secondary education in technical schools (lycées techniques)
Duration of study: 6 or 7 years.
Purpose: craft training, training for industry, commerce or agriculture, preparatory training for paramedical work, artistic, catering and housekeeping training.

Entry into working life after a 6 year curriculum, or continuation of studies after the 5 year curriculum.

Entry into working life after 2 additional years in

higher education, or continuation of studies at the Higher Institute of Technology in Luxembourg or at institutes and universities abroad.

3) Remedial education

Duration of study: 3 years.

Purpose: preparation for admission to a technical secondary school or for a trade. Pupils who have successfully completed the sixth class of primary education may be admitted to a "preparatory 7th" designed to give them access to technical secondary education.

Technical secondary education is subdivided into three separate cycles; in one of these, the occupational section, there is a higher percentage of young foreigners than in all other areas of secondary education.

The three cycles are:

A) The observation and guidance cycle

This covers the first three years of training:

- 7th technical secondary (7th ST)
- 8th technical secondary (8th ST)
- 9th technical secondary (9th ST)

B) The intermediate cycle

This covers two years (10th and 11th) or three years (10th, 11th and 12th practical) according to whether the pupil is aiming at the theoretical CAPT

(Certificate of Technical and Vocational Aptitude), or at access to the higher cycle (12th and 13th).

The technical section involves two years of theoretical and practical training conducted exclusively in school (10th and 11th technical) and an essentially practical year (12th practical) with a firm. In the light of the fact that stress is placed on theoretical knowledge above and beyond occupational training proper, this section makes further demands than the occupational section.

It also provides preparation for access to the higher cycle. After the 11th form, the pupil faces a choice between the 12th practical and the end-of-apprenticeship examination by which the CAPT (Certificate of Technical and Vocational Aptitude) is awarded, and further study in the higher cycle.

The following divisions are provided for by law:
- craft and industrial training, subdivided into: construction, mechanical, industrial tool specialisation, electromechanical, chemical trades;
- paramedical and social training, subdivided into: training for housekeeping, preparatory teaching for the paramedical professions, preparatory teaching for physical education instructors:
- art training;
- administrative and commercial training;
- training for the hotel trade;

- agricultural training.

The occupational section attracts pupils aiming at occupational or craft training, who have no direct thought of continuing their studies in the higher cycle. In the main, training is provided by the firm. The training spans two years with concomitant classes (10th and 11th occupational) and one year's practical training (12th practical). The end-of-apprenticeship examinations and corresponding diplomas are as follows: the theoretical part of the CAPT (Certificate of Technical and Vocational Aptitude) is taken after the 11th occupational, the CAPT practical after the 12th practical. Under certain conditions the theoretical CAPT allows entry to the higher cycle.

The divisions provided for by law are the following:
- craft apprenticeship;
- industrial apprenticeship;
- commercial apprenticeship;
- hotel, catering and service trades apprenticeship;
- agricultural apprenticeship.

C) <u>The higher cycle</u>

This consists of two additional years (12th and 13th). The following divisions are stipulated:
- administrative divisions, management and secretarial sections;
- general technical education division;
- technical operators' training division, with sections

for art, biology, chemistry, electronics, civil engineering, the hotel trade and mechanics.

The first two divisions lead to the "Technical secondary school leaving certificate", the third to the "Technician's diploma".[10]

The majority of young foreigners, sons or daughters of migrant workers, generally gravitate towards technical secondary education when they stay on after primary schooling.

Nevertheless, statistics show that many of them come from remedial education - the lowest grade access.

Faced with a number of difficulties, the majority will therefore opt for the occupational section, i.e. a training which prepares them, not for further studies in the higher cycle, but rather for apprenticeship in a trade.

Even so, it should be remembered that there are many failures and many do not stay the course, and that only a minority of young foreigners will manage to qualify for their Certificate of Technical and Vocational Aptitude (CAPT).

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[10] Source: Brochure published by the Ministry of National Education, Luxembourg, 1981.

We shall return to the causes of these multiple failures in greater detail in the analysis of vocational training.

3.1.2 Quantitative and qualitative data

In the school year 1982-1983, 37% of pupils in pre-primary education were foreign (the children of migrants), and they amount to 38% in primary education. That percentage is broken down as follows: 36% in "normal" primary education, 44.2% in remedial education, 61.2% in special education. In post-primary education, the number of foreigners falls off very steeply, the percentage of non-Luxembourg pupils scarcely reaching 19%. These data, unfortunately very explicit about the selection which operates throughout school life, are confirmed by the following table which brings together the results of earlier years.

This synopsis brings out the major trends in the development of the education of foreign pupils in Luxembourg in the main levels of education.

In pre-school and primary education, there is a steady general increase in the percentage of foreigners, under the influence of a fall in the absolute numbers of Luxembourg children and the steady increase in the numbers of Portuguese children.

This growth corresponds nicely to the upsurge in numbers

recorded for migrant families in Luxembourg. Thus one notes that an ever-increasing proportion of young foreigners, most of whom were born in Luxembourg, are also starting school there.

The figures in table 11 highlight the evolution of the percentage of foreign pupils, and in particular that of Italians who represent earlier migration - and that of the Portuguese - representing recent migration.

One might imagine, and in so doing follow the conclusions of the survey carried out in Germany,[11] that by starting their schooling in Luxembourg, the children of migrant workers will encounter fewer difficulties than their class-mates who arrive in the host country later in their school life.

This argument, whilst it cannot be rejected a priori, nevertheless fails to take account of a major feature of teaching in Luxembourg, the problem of languages.

The spoken language, Luxembourgish, is not used for written purposes. Moreover, the two official languages are French and German. Once one realises that practically all teaching, especially in the technical branch, is conducted in German, it is easy to appreciate the obstacles in the path of foreign workers' children, even those born in Luxembourg. "They need to be proficient in four languages".

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[11] Vocational Training Situation of Young Foreigners in the FRG, CEDEFOP, Berlin, 1982.

Table 11: Foreign children in the Luxembourg education system[1]

Pre-school education	% Foreigners	% Italians	% Portuguese
1974-75	28.0	9.9	6.7
1975-76	30.0	9.5	8.9
1976-77	33.0	9.2	11.6
1977-78	36.0	9.4	14.2
1978-79	38.0	9.3	16.1
1982-83	37.0	6.0	20.0
Primary education[2]			
1974-75	26.0	9.8	6.3
1975-76	27.5	9.8	7.4
1976-77	29.0	9.8	8.5
1977-78	30.0	9.8	9.8
1978-79	32.0	9.6	11.5
1982-83	38.0	8.7	18.4
Technical, occupational, agricultural education			
1975-76	18.0	-	-
1976-77	18.0	6.7	1.0
1977-78	18.5	7.2	2.0
1978-79	19.0	-	-
1982-83	26.0	9.3	6.7
Secondary education			
1975-76	7.8	-	-
1976-77	7.9	2.7	0.2
1977-78	8.4	1.8	0.2
1978-79	8.6	-	-
1982-83	10.5	3.2	0.9

[1] Source: Ministère de l'Education Nationale (MEN), Statistics in Courrier de l'Education Nationale, no. A-B-C 680, 1980-1981.

[2]

	% Foreigners	% Italians	% Portuguese
Normal primary education	36.0	8.1	17.0
Remedial education	44.0	13.4	20.5
Special education	61.2	9.4	41.4
Total primary figs.	38.0	8.7	18.4

Apart from their mother tongue, used in the home, it is vital that they use German at school, French as a second language, and lastly Luxembourgish in everyday life.

This major obstacle operates a quasi-automatic selection as between foreigners and the indigenous population, in every aspect of life and a fortiori in the field of vocational training and school learning in the broadest meaning of the term.

In post-primary education, the percentage increase of foreign pupils is far lower than in other levels of education.

The percentage of Italian pupils is one of the more respectable at all educational levels, but it is still difficult to cross the threshold of secondary education.

The percentage of Portuguese pupils is on the increase in pre-school attendance and will continue to increase further in primary schools in the next two years.

The vast majority of migrant pupils only attend school during the period of compulsory education, until the age of 15.

We know that the percentage of foreign pupils in primary school remedial classes is much higher again, at least as far as migrant workers' children are concerned.

In 1982-83, there were 61.2% foreign children in primary education special classes (compared with 56% in 1978). The proportion of foreigners not in normal classes is 15% of foreign pupils, the proportion of Luxembourgers in these same classes is 3% of Luxembourg pupils. There are proportionately five times as many foreigners as Luxembourgers in special education.

The figures in this table confirm what was instinctively felt to be true, namely that the proportion of Luxembourgers in secondary education is far higher than that of foreigners. There is an inverse ratio in remedial education.

Indeed, after primary education proper, which is common to all pupils, the problem of foreign pupils assumes a new dimension, since after the 6th form of primary school, the various mechanisms of selection will have an even greater effect. From one year to the next, remedial education includes a smaller proportion of Luxembourgers, a good number of whom still gain access to technical secondary education, leaving the non-nationals to swell the ranks of the remedial classes.

We also note that once foreign pupils reach remedial education, their motivation to learn German is lost for good, in the light of unfortunate past experience. Neither will this section prepare them for concomitant education, and they are forced to make a start in life without any vocational qualification.

Since, even in its humblest form, post-primary education invariably calls for proficiency in German, these pupils are condemned in advance to join the ranks of the 40% who have no certificate. Small consolation: craft industries will employ them nevertheless, as manual labour, since today two-thirds of craft manual labour is accounted for by foreigners.

The following features emerge in any attempt to produce a balance-sheet of second generation young migrants in Luxembourg:

- Pre-primary and primary education are seeing a constant increase in the percentage of young foreigners. This phenomenon is linked to migrant families living in Luxembourg reuniting, but also to the ever-increasing numbers of births recorded in these families. Moreover, it is amplified by the decline in the indigenous population.
- Post-primary education is witnessing an impressive exclusion of young migrants.
  In classical secondary education (lycées - grammar schools), they are hardly present at all (18 Portuguese in 1977-78, 29 in 1979-80 and 73 in 1982-83). In full-time technical education, their ratio is far below their relative proportion of the relevant population.

Which leaves remedial education; this branch might in some way allow them to make good where they have been lagging behind, and guide them towards occupational training where they would acquire the skills required to practice a trade.

There are very high percentages of young migrants in these three years of education, but although they make up a large part of the numbers in occupational training, it must be recognised that in quantitative terms, numbers shrink during the transition from remedial to occupational teaching (full-time and part-time).

Indeed, a large majority of young migrants continue at school more or less - usually less - successfully until the age of 15 (compulsory education). From that age onwards, not having been able to make satisfactory progress, even in the least academic sections of the Luxembourg school system, they are very often eliminated from the entire system once and for all.

The diagnosis made by certain groups working in the field on migration problems in Luxembourg confirms the trends shown in the statistics.
Furthermore, they form a judgement in relation to the most selective obstacle encountered in the course of education at school, to wit the concomitant learning of three languages (the two official languages and the language of everyday life).

> *"Compulsory primary education keeps migrant children until the age of 15, when they are eliminated from the school system once and for all.*
>
> *The question arises to what extent Luxembourg schools, designed for Luxembourgers who speak Luxembourgish and supposedly find it "easy" to learn German and French at the same time - necessarily leave migrant children on the sidelines, unless they adapt to their different starting-point.*

The few occupational classes run in French, which should be welcomed, are attended by migrant children and thus boost the %. These classes run in French should be more widespread, which would require a clear policy in this area, which has hitherto unfortunately not been the case. Classes in French should be set up in all branches of post-primary education.

The absence of an explicit policy in the area of migrant children's education has two consequences which no-one can fail to see: at a time when it is becoming crucial to have an occupational skill our school system is "producing" a vast number of unskilled or under-skilled youngsters, who will encounter great difficulty in finding a niche, not only in the labour market, but also in society."

"Agence de presse immigration",
(Immigration press agency)
March 1980, no. 26.

In the conclusions we shall return to the option for a solution which would entail creating classes in French systematically at all levels of education.

Even taking into account the "romance" (Italy, Portugal) origins of the vast majority of migrants, it does not appear to us to be the best measure to adopt.

Rather, the introduction of reception classes for foreigners at the level of remedial education, meets with the general approval of the teaching staff. This educational initiative, launched experimentally - but experiments can very rapidly become the norm in the Grand Duchy of Luxembourg, especially if they are shown to be positive - should allow a fair number of young migrants to make up the ground that they have inevitably lost. From a sounder

footing, they would take the plunge of following occupational training identical to the Luxembourgers'. At the same time it would not be necessary to provide teaching for migrants in French.

Such teaching in French, despite its greater facility, might also be token training on the cheap and suffer from de facto devaluation at the hands of future employers.

Whilst not being in possession of identical quantitative and qualitative data to those collected during the study carried out in Germany,[12] it may be stated that, on the basis of the statistics analysed and in the opinion of those working in the area and/or those responsible for the education system, the majority of the hypotheses advanced in this study are borne out in the Grand Duchy of Luxembourg.
"Close correlation between the age of the schoolchildren on arrival in the host country and their success at school".
The lower that age is, the better:
- the level of integration into school/society;
- the knowledge of the host country's languages;
- the motivation to go on to further study or to start vocational training;
- the positive attitude shown towards school;
- success at school.

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[12]Situation of vocational training of young foreigners in FRG, CEDEFOP, Berlin, 1982.

Moreover the "MAGRIP" study[13] confirms these conclusions, but it should be remembered that in the case of Luxembourg, although these variables unquestionably show an improvement in factors of discrimination, they certainly do not eliminate them. At the very most, they are capable of attenuating their effect.

In this case the problem of languages remains the fundamental obstacle. This situation cannot be compared to other countries where there is a need to achieve proficiency in two languages, as opposed to four in Luxembourg. Even though young migrants born in the host country start off on a relatively better footing than those who arrived there in the course of their school career, it would be unrealistic to take the problems confronting a Portuguese child to be the same in Luxembourg, Belgium, France and Germany.

It becomes clear that the greatest obstacles lie in the first country. With that proviso, and it is of capital importance, "success at school also depends on:
- "the parents' cultural level and socio-professional group;
- membership of a particular ethnic group".

Furthermore, these two factors come together in the case of Portuguese migration. More recently arrived and usually less skilled, Portuguese nationals are experiencing greater

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[13]Bamber, Dickes and Schaber, "MAGRIP Study", First synoptic report 1977-4, Institut Pédogogique de Wolferdange.

difficulties than others in providing an acceptable education for their children.

The special difficulties experienced by migrant children, Portuguese in particular, are:

- a poor knowledge of the host country's languagues; this problem takes on crucial significance in the case of Luxembourg;
- a lack of information about school/occupational requirements and inadequate guidance, despite recent attempts to remedy the situation;
- discrimination within school and socially, in particular in the most urbanised districts of Luxembourg, where several schools have a predominantly migrant roll.

3.2 Transition After School

The vocational training system, as it exists in Luxembourg, offers direct access to young people who have completed the three academic years following primary education.
We have seen that the overwhelming majority of young migrants are to be found in the lowest branch - three years' remedial education - and very frequently their school life does not extend beyond it.

Given that they hardly ever return to education thereafter, it is impossible to refer to a transition between school and vocational training. Once young migrants emerge from the school system without a school leaving diploma or a

Certificate of Vocational Aptitude, they move directly into the circuit of production, at the lowest level of skill. Unemployment, which is relatively limited in Luxembourg, does not yet pose a sufficient threat for them to seek to extend their schooling or to return to a training institute.

It should not be forgotten that the only study which tackles this subject, the MAGRIP survey,[14] shows that 40% of school-leavers have no qualifications.
Once it is known that the proportion of young foreigners in remedial education reaches 44%, and once it is further known that the majority of them will not stay on at school or take vocational training, the conclusion follows that young migrants form the greater part of those excluded from the school system. No research has been carried out on incentives for them to seek higher qualifications.

Nevertheless the nub of the problem lies elsewhere. Faced with the number of different languages in which they must be proficient in order to move through the various stages leading to the Certificate of Vocational Aptitude (CAP or CAPT), many young migrants lose heart. By reason of muddling through in French, German and Luxembourgish, they do not really know any of these languages. At least not sufficiently well as to obtain a vocational qualification.

In general these young people are aware of apprenticeship

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[14]MAGRIP Study, op. cit.

and training schemes. They are not short of information or opportunities, but their motivation evaporates when faced with the barrier constituted by the use of several vehicular languages. Yet these languages, and especially German, are vital in order to obtain a vocational training.

There is another factor which, to date at any rate, has had a bearing on the fact that few young people are seeking a better vocational training: the level of unemployment in Luxembourg has been and continues to be relatively low.

Despite a rise in the unemployment figures between 1979 and 1982, mainly due to severe structural problems in the iron and steel sector, there is currently a fall in unsatisifed job seekers as well as a drop in the number of the fully unemployed drawing benefit.
In September 1984, there were 1 182 fully unemployed persons on benefit in Luxembourg; the unemployment rate scarcely reached 1.8%.
As an official of the Department of Employment pointed out to us, not without pride, by international standards the Grand Duchy of Luxembourg enjoys full employment!

By comparison with the other countries of Europe, there are far fewer problems in finding a job.
Even without the CAP or CAPT, many young foreigners are employed as labourers in the craft industries (construction, etc.) or in low skill jobs in the service sector (hotels and catering, etc.).
Moreover, the fact of earning some money makes them forget,

or at least postpone, looking for better job status.

Despite an employment situation which might appear idyllic when compared with the situation in other neighbouring countries, the present circumstances might be thoroughly altered in the next few years.
Technological progress in all sectors of the economy will at one and the same time reduce employment and step up requirements for entry into a trade. The population affected by this (r)evolution will be firstly those without occupational skills, in other words young migrants of Italian and above all Portuguese extraction.

3.3 Vocational Training

There are two branches of vocational training in Luxembourg which are of major importance.
First of all, the so-called "classical" branch. It consists of 2 or 3 years' apprenticeship to various trades. This apprenticeship is accompanied by a compulsory release scheme of 1 or 2 days per week, for which students return to an educational establishment for a set number of hours' classes. (Cp. description of technical education, pp. 32 to 33.)
This training leads to the Technical and Vocational Aptitude Certificate (CAPT - theory 2 years, practical 3 years) in the chosen trade.

The second branch consists essentially of adult evening classes.

There are other vocational training opportunities but they are often organised by private firms. Such training takes as a starting point technical standards that few young migrants can aspire to after leaving school.
This is the case of industrial apprenticeship organised by the steel industry (high grade craft training).
It also applies to courses run by the Goodyear company.

These two types of training have received State recognition and lead to official diplomas.

Taking account of the small size of the country and of the speed with which training needs can be visualised, it must be said that the general oranigsation of the vocational training system has come in for little criticism.
It covers a great number of trades, operates on the German model, is organised flexibly, efficiently and along operational lines - for a public which has a sound knowledge of the vehicular language of all the courses; i.e. German (sometimes Luxembourgish).

Once again, the obstacle constituted by concomitant proficiency in three languages emerges as a very selective hurdle in the path of young migrants.

As several authors have pointed out, "the integration of foreign schoolchildren is fairly difficult. There are instances of children born in Luxembourg whose entire school life and vocational training have suffered as a result of their foreign origins, and one might re-iterate the

empirical law according to which foreign schoolchildren will only enjoy the same opportunities as Luxembourgers if they speak Luxembourgish at home, both with their parents and their brothers and sisters".[15]
Which is tantamount to a denial of cultural identity.

Here too, it is the Portuguese who are the group which is at the greatest disadvantage among young foreigners. They are the most numerous in (post-primary) remedial classes. They are also the ones who most frequently leave school without taking up any vocational training.[16]

In a recent address, Mr. Barnich, former Commissioner for Information, described young foreigners' access to vocational training in these words.
"Given the vocational training system as it exists in Luxembourg, it is impossible to transpose to vocational training general teaching and training as a solution analogous to that of the classes run in a particular language, which are designed to facilitate the migrant child's transition from primary to post-primary schooling".[17]
"Quite aside from the problems of organising parallel classes in a particular language (an adequate number of pupils throughout the whole cycle of training; an adequate number of teachers; need to restrict the choice of trades), it has become apparent that the question may not be summed up by translating into French, for example, classes normally

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[15]Mathias, V., op. cit.

[16,17]Bambers, Dickes and Schaber, "MAGRIP Study", op. cit.

given in German, but that there is a fundamental difference in approach to vocational training as between the French and German language models. This difference is reflected in the design of manuals and teaching materials and in the sequence in which a subject is taught".[18]

The choice of a vocational training model copied from German practice implies both the use of manuals written in German and the use of the German language, if not of Luxembourgish, which is fairly closely related.

The fact of making the integration and school training of young migrants of latin origin easier by providing them with an opportunity to follow primary education in French rather than in German, is clearly of no use to youngsters if they wish to follow vocational training, which is given exclusively in German.
As a senior official stated when questioned, it is nevertheless possible to apply to sit the examinations in French! Without wishing to be cynical, that amounts to allowing the condemned man to choose his own method of execution!

Of course, setting up classes where teaching is given in French at primary level does encourage the integration of young foreigners at that level of education, but it confers a great handicap thereafter, at least for those wishing to

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[18]Barnich, M., "The problem of migrant workers' children in the Grand Duchy of Luxembourg", Commissariat Général à l'Immigration, 1979, Luxembourg.

start vocational training. That is why, and we shall return to the subject later, it seems preferable to insist that proficiency in German be given priority.

As regards other vocational training opportunities, we found no study which provides an analysis of how they might be of benefit to young migrants.

However, it should be noted that:

- chambers of commerce organise further vocational training courses as well as courses leading to a foreman's certificate in the craft sector.
  On the basis of information obtained it may be said that very few young migrants attend these courses, which in some cases are closer to specialisation than to the acquisition of the basics of a trade;
- the State has recently set up a vocational training institute which is attempting to cater for those who have been left outside the "normal" training system.
  Known as the Centre for Guidance and Vocational Placement (COIP), this institute organises evening and week-end training sessions in a number of trades; brick-laying and allied building trades - welding, carpentry, mechanics - metal-working.
  Attendance at these courses is 40-60% young foreigners, with a peak of 90% in building trades.
  They provide pupils with the chance of a vocational qualification, undoubtedly not as good as the CAPT, but which will nevertheless provide them with the basics of their future trade.

The second most widespread system of vocational training consists of evening classes leading to the CAP.
All the daytime subjects may be taken at evening classes.
According to attendance figures, some classes may be duplicated and given in either French or German.
Foreigners are strongly represented on the attendance lists (40 and 50%), but these are exclusively adult classes (minimum age 20 years).
This restriction has the effect of excluding a large number of young people, especially those in the 15-19 year old age group.

There is a distinct return to evening classes of many candidates who gave up vocational training several years previously.

For many foreigners, their wish to acquire vocational training at evening classes is therefore their first and last chance of so doing. Excluded at a very early age by virtue of discriminatory teaching and vocational training, - the acquisition of several languages being a difficult obstacle to overcome -, the majority of young migrants, after a period of adaptation during which they are unskilled workers, grasp the opportunity of improving their employment status.

In the meantime, past experience has enabled them to learn conceptual and technical basics on the job and this will enable them to make the most of vocational training evening classes.

This brief conspectus of the training situation of young migrants in Luxembourg makes it possible, not to verify all the hypotheses stemming from the BIBB and CEDEFOP German survey, but to endorse at least some of the hypotheses advanced.

- "Age on arrival determines motivation to follow training courses and the decision to follow vocational training. It should, however, be added that even under these circumstances, few young people obtain an occupational qualification. There is a very high failure rate".

- "Membership of an ethnic group has a considerable bearing on the choice between 'training followed by work' and 'work and wages straight away'. This choice is also conditioned by linguistic capabilities and the level of education attained at school.
  In actual Luxembourg society, the young Portuguese are at the greatest disadvantage, and they move directly into job seeking, unlike young Italians whose preference is to opt for vocational training.
  The "ethnic group" variable plays a role in the process of deciding for vocational training, but on our view it is not the decisive variable".

Areas of discrimination noted are the result of compound factors such as the parents' socio-economic group, cultural integration, isolation and/or the ghetto phenomenon which affects certain groups of the population, etc. ...

- "It is true that young migrants who have decided to go in for training inevitably, especially in Luxembourg, possess a better knowledge of the host country's languages. They also make greater use of institutionalised channels of information and vocational guidance".

- "Finally, among the more selective obstacles encountered in Luxembourg, it should be noted that:
  - access to the more specialised types of training is very difficult because of the slow progress made at school by the young foreigners, caused initially by their poor knowledge of the host country's languages;
  - the organisation of effective vocational training in abstracto does not produce convincing results as far as young migrants are concerned.
    Not only are they denied access to the more sophisticated areas of training, but in addition they often fail to obtain a Certificate of Technical and Vocational Aptitude in the basic trades".

In addition to these economic, cultural and social barriers which add to the inequalities existing between young migrants and the young indigenous population, there is a functional imbalance between the training provided and a part of the potential public in the field of vocational training. This process leads to a major contradiction between the desired objectives and results achieved, at least for that section of the public made up of young migrants.

3.4 Young People on the Job Market

We have already seen that Luxembourg, unlike the other countries of the EEC, has a very low level of unemployment. It affects less than 2% of the active population, or at 15 November 1981, 1 037 fully unemployed and 440 partially unemployed.

Nevertheless, comparing the current situation with what it was some years previously, one notes a rapid growth in the number of unsatisfied requests for jobs.

Table 12: Average number of unsuccessful job searches[19]

	Total	Men	Women
1974 averages	57	22	35
1975 averages	264	171	93
1976 averages	456	280	176
1977 averages	820	494	326
1978 averages	1 166	659	507
1979 averages	1 055	535	520
1980 averages	1 094	526	568
1981 averages	1 559	830	729
1982 averages	2 039	1 090	949
1983 averages	2 476	1 337	1 139

[19] Source: Administration de l'Emploi. Situation and Development of Employment. Internal document, November 1984.

Table 13: Summary October 1983 to October 1984[1]

	Unsuccessful job seekers	Fully unemployed persons drawing benefit
October 1983	1 353 m + 1 350 w = 2 703	714 m + 562 w = 1 276 of whom 631 foreign workers
November 1983	1 411 m + 1 434 w = 2 845	795 m + 597 w = 1 392 of whom 691 foreign workers
December 1983	1 554 m + 1 398 w = 2 952	918 m + 661 w = 1 579 of whom 764 foreign workers
January 1984	1 735 m + 1 373 w = 3 108	993 m + 707 w = 1 700 of whom 853 foreign workers
February 1984	1 711 m + 1 473 w = 3 184	1008 m + 730 w = 1 738 of whom 894 foreign workers
March 1984	1 375 m + 1 384 w = 2 759	875 m + 731 w = 1 606 of whom 821 foreign workers
April 1984	1 228 m + 1 236 w = 2 464	784 m + 674 w = 1 458 of whom 743 foreign workers
May 1984	1 167 m + 1 219 w = 2 377	664 m + 671 w = 1 335 of whom 721 foreign workers
June 1984	1 072 m + 1 234 w = 2 306	591 m + 644 w = 1 235 of whom 694 foreign workers
July 1984	1 298 m + 1 250 w = 2 548	631 m + 621 w = 1 252 of whom 693 foreign workers
August 1984	1 259 m + 1 209 w = 2 468	633 m + 598 w = 1 231 of whom 690 foreign workers
September 1984	1 287 m + 1 308 w = 2 595	592 m + 590 w = 1 182 of whom 675 foreign workers
mid-October 1984	1 346 m + 1 460 w = 2 806	608 m + 612 w = 1 220 of whom 687 foreign workers

[1] Source: Department of Employment, Employment Situation and Development. Internal document, November 1984

The appreciable increase in unsatisfied job requests is proportionately greater in respect of foreigners and particularly women, as the following tables show. Similarly, the proportion of foreigners among the fully unemployed drawing benefit is far higher than their relative position in the working population (30%).

On the 25th September 1984, 2 425 job seekers were registered, broken down as follows:

Table 14

1 408	Luxembourgers	= 58.1%	
364	Portuguese	= 15.0%	
229	Italians	= 9.5%	
144	French	= 5.9%	
81	Germans	= 3.3%	41.9% foreigners
79	Belgians	= 3.3%	
27	Spaniards	= 1.1%	
22	Yugoslavs	= 0.9%	
12	Dutch	= 0.5%	
59	Others	= 2.4%	
Total: 2 425		= 100 %	

53.6% of these job seekers were under 25 years of age and roughly 38% of those young people were foreigners.

Of the whole group, 67.1% of all these job seekers had no other certificate than that obtained on leaving primary

education, whereas 19.4% held a certificate attesting to the completion of studies at a vocational school or a vocational aptitude certificate.
These two types of "training" alone encompass 86.5% of all Luxembourg job seekers.

Although more than one half (56.3%) of the fully unemployed drawing benefit are foreigners, it must be added that more than half of the unsatisfied applications for employment came from young people under 25. These few facts, alongside statements made by those in the field, support the following argument.

It is really not possible to claim that the Grand Duchy of Luxembourg is experiencing unemployment problems. However, an analysis of the vocational training system shows that it does not enable the majority of young foreigners to acquire vocational skills.

Now despite this, until recently these young foreigners were able to find a job, a phenomenon unknown in other countries. In order to explain this apparent contradiction, one must recall those characteristics peculiar to Luxembourg:

- the small size of the country means that it is possible to visualise new needs in respect of skilled and unskilled labour swiftly;
- foreign workers made up over 90% of manpower in the construction sector; there is significant recruitment of young unskilled workers in this sector, not least since the city of Luxembourg is in a phase of considerable urban

expansion;

- finally, the growth of the city has been accompanied by a multiplication of various services in the tertiary sector, such as restaurants, hotels, cleaning firms, etc. This provided job opportunities for many young people.

At the present time these various branches are saturated, and as Jean Schoos writes[20]:

> *"It seems that the unemployment situation is incapable of improving in the short term. The number of those seeking employment can but increase due to the arrival on the labour market of young people born in years of high birth rates, a phenomenon which will continue to make itself felt until 1984. Whereas the other sectors of industry are not suffering from as acute a crisis as the iron and steel industry, they are nevertheless not capable of mopping up this excess labour supply."*
>
> *"... this is made up in the main of young people with no vocational training who come up against the suspicion of would-be employers. According to Kessler[21], this group includes a particularly high percentage of girls and migrant workers' children."*

It should also be borne in mind that according to statistics of the Ministry of National Education, 40% of young people on the labour market broke off their training, have shortened training, or none at all.
The vast majority of these young people are young foreigners

[20] Schoos, Jean, "Occupational choice and motivation of young people, their vocational training and employment prospects", CEDEFOP, Berlin, 1978.

[21] Kesseler, "Labour market situation for young people in autumn 1975", STATEC Bulletin 6/75, quoted by Schoos.

leaving primary and remedial education after nine years of compulsory education (15 years), or who have started, then given up, vocational training.

In summary, whereas in the past the majority of unskilled young people were able to find work, in the light of current unemployment figures, that seems very much a thing of the past. Unskilled job opportunities are drying up and the special characteristics of Luxembourg which had a positive bearing will now exercise a negative effect.

- The country is small, and thus the areas of the job market where young people found employment are quickly saturated. This saturation is a direct consequence of the crisis besetting all the industrialised countries.
- Technological progress made in the steel and construction sectors will at one and the same time eliminate jobs, and increase the requisite skill threshold for those applying for remaining jobs.
- Finally, the boom generation of young foreigners is only just reaching school age, and is clearly not yet present on the labour market.

The problem of access to vocational training adapted to the young foreign population is clearly a growing one.

It will become one of the major economic and social challenges which the Grand Duchy of Luxembourg cannot afford to ignore.

3.5 Integration Within the Host Country (family - housing - environment)

3.5.1 The family

No study carried out in Luxembourg on the topics mentioned in the title draws links between these and the vocational training situation of young migrants.
These topics have however been dealt with either in broader studies[22,23], or in articles reflecting the conclusions of experts who have in-depth knowledge of migration problems. We shall restrict ourselves to restating a resumé of the more significant aspects of each of these points of view.

The former Commissioner General for Immigration sums up the official view in these terms[24]:

> *"Although a child's social adaptation is a complex notion and the very definition of the process in question is not an easy one, although in the Grand Duchy of Luxembourg it is felt that health and education and vocational training are the foundation of integration for the migrant's child, it is not forgotten that the child's social adaptation cannot be limited to those two fields; rather it is a generalised phenomenon, as it were the result of successful harmonious integration into Luxembourg society".*

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[22] "MAGRIP" Survey, op. cit.

[23] Dickes, Paul, "Ten years of research in Luxembourg schools - Balance sheet and interpretation, in Child Psychology, Free University of Brussels, Luxembourg Section, November 1983.

[24] Barnich, Marcel, "The problem of the children of migrant workers in the Grand Duchy of Luxembourg", cyclostyled text, 42 p.

"... Family relations are influenced by several factors, including the child's age on arrival in Luxembourg, its first contact with Luxembourg society, school in particular, the professional status of both parents, whether the mother stays at home or goes out to work, relations with neighbours, the parents' positive or negative experience of the authorities, the firm, workmates, neighbours, the immediate environment, housing, sanitation and hygiene, public facilities, and so on. It is known that a child's potential for assimilation is far greater than that of an adult, all the more so the younger the child on arrival in the new environment. At any rate the child manages to adapt more successfully than its parents, and this ease of adaptation may be misunderstood by the parents who tend to view it as a break with tradition, their culture and the family, hence a suspicious attitude which is heightened if the father alone goes out to work and the mother stays at home, if the father works with other migrants all of whom come from the same country as he does and if the parents intend to stay in Luxembourg for a limited period only and to return to their country of origin once they have achieved their objective of acquiring sufficient savings. The parents' linguistic abilities also play a not insignificant rôle. The child's success at school is no less important than the parents' success at work ...".

"... For the adolescent migrant, problems of a psychological nature within the family are felt particularly acutely since they are exacerbated by an intra-psychical conflict, fanned on the one hand by the adolescent's age and on the other by the particularly complex position of the Grand Duchy in linguistic terms. In fact, it is the adolescent migrant who, speaking the Luxembourgish dialect, knows, understands and writes the languages used in the country, French and German, more or less acceptably, but at any rate better than his parents.
He then becomes spokesman for the family, as it were a new head of household. This may provide an opportunity for early maturity, but it is nonetheless true that it may also lead to a change in family structure, whereby the father's rôle as head of household is upstaged by the adolescent. There is a type of rôle and status reversal, whereby the father's image is undermined and no longer constitutes a rôle model.
The dismay of the adolescent who can no longer relate to a satisfactory father figure may, and often does, lead to a more pronounced generation conflict than in indigenous families".

Authors such as Dickes[25] and Kneip[26] also stress the influence of the socio-cultural background and the socio-economic circumstances of foreign families in their integration in the host country.

They add that in order to adapt to the population concerned, language structures teaching should take account of the starting point which is linked to social environment. At the same time this type of request means challenging schools' current assessment criteria.

Cordeiro[27] in turn takes up the effect of the society of the host country in disrupting structures affecting the young foreigner's personality.

> *"The young person feels very isolated, caught between his original background, his family, his ethnic group and the world of education. This isolation may lie at the root of pressure to assert himself, to keep his own counsel, which more often than not ends up in failure, and more infrequently leads to forced 'maturity'".*
>
> *"... In these circumstances, aggression towards parents, father and/or mother may be displayed, or the child becomes difficult, which does not generally go down very well.*

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[25]Dickes, P., "Children's reading skills in the first year of primary school: assessment and problems", PhD thesis, University of Liège, 1978.

[26]Kneip, N., "Determining factors in school performance", PhD thesis, University of Nancy II, 1979.

[27]Cordeiro, A., "Immigration Luxembourg, 1975, Economic, historic and sociological aspects, Secretariat of State for Immigration, University of Grenoble, Social Sciences, 1976, pp. 65 and ff.

Since the young person will master the language of the country, he will tend to act as an intermediary between his parents and the 'world on the other side' (a world which manifests itself as final demands, forms, cards, counters). The upshot of this is that the child is witness to his parents' lack of preparation for life in a world that vocational training should prepare him for".

3.5.2 Housing

In the light of a survey carried out in 1975, on the housing conditions of foreign workers, Barnich[28] states that the housing conditions of adolescent migrants, although far from ideal, "are, notwithstanding, far more acceptable in Luxembourg than in any other industrialised Western European country".

Nevertheless, the phenomena observed in other countries of migration in relation to housing are, to a lesser extent, the same in Luxembourg: "partitioning of the indigenous property market held in reserve for the first-comers, an older, less functional, less comfortable, sometimes less salubrious housing stock, certainly at relatively higher rents, higher housing density, higher turnover of tenants and mobility rate; shortfall of low rent housing, higher concentration in certain suburbs and street areas in the capital and in some towns in the mining area.

On the other hand, there are certain advantages as well: no real slums, no shanty-towns, even micro shanty-towns,

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[28] Barnich, M., op. cit.

no huts or makeshift dwellings"[29].

3.6 Cultural Integration

Some work has been published[30] and some is underway, but again it does not specifically cover the problem of young migrants.
Even though it is considered a major problem by many politicians, the aspect is not often studied sui generis.

Through a lack of sufficient funding to tackle the migrant problem separately, it is subsumed within more general reports such as on poverty, socio-cultural handicap, etc.

Nevertheless it may be claimed that the problem of cultural integration is no different in Luxembourg than in other countries. Frequently, the administration or established powers that be take the easy view that it is all a matter of time. That problems, should they arise, will be resolved thanks to the good will of the two parties involved.
This simplistic vision is highlighted further by the fact that migrants tend to overrate the Grand Duchy of Luxembourg. "Obviously we are aware of the problems of integration and the Luxembourgers' recognition of our cultural identity, but we are still better off here than in many other European

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[29]Barnich, M., op. cit.

[30]Dickes, Gailly, Hausman, Schaber: "The disadvantages of poverty: definitions, measures and realities in Europe", in Worlds in Development, vol. 12, no. 45, 1984.

countries!".

This type of remark, in all probability well-founded, encourages a very passive attitude on the part of the migrants - do nothing rather than lose everything!

This type of attitude does not help overcome the inertia shown by the public authorities in this area. It has contributed, to date at least, towards protecting the status quo. The problem of cultural integration, or rather of the recognition of an intercultural society, is very broad. It will not be resolved by legislation, it requires a solution encompassing a multiplicity of factors.
Dinello[31] emphasises this very nicely in writing:

> *"... the problem of social integration is mainly governed by the mechanisms which control the socio-economic integration of each inhabitant of a political region.*
>
> *These are the mechanisms which inculcate ideas - of respect or disdain - that each citizen harbours in relation to their neighbours and their neighbours' children. To solve the problem of norms and values once and for all, information on the worth of each culture is needed, but is not enough.*
>
> *It is necessary in addition to enact legislation which prevents administrative and economic discrimination (regulations, wages and salaries and working conditions) which often contrive to give the impression that the foreign worker is 'unwanted' - or that a labourer is only 'labour' - when in point of fact a tribute should be paid to people who have had the courage to travel to far-flung*

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[31]Dinello, R., "Adolescent migrants", Cahiers JEB 1/1981, Brussels, p. 156.

countries in pursuit of offers of employment or in expectation of improving their lot.

But a human being is far more than an economic 'good', he is quite simply a social animal, in other words, generally speaking, he wishes to share the management of assets held in common: hence his duty to contribute to the coffers of local authorities (effected in practice by the levying of taxes) and his right to comment on local policies (exercised by vote). In a would-be democratic system, these two aspects of civil life are as closely linked as two sides of the same coin.

These measures are all the more necessary since the percentage of migrant adolescents is increasing year by year and to a large extent they are the citizens of tomorrow who will be able to unite the threads of our different cultures and thus enrich the societies of the future".

4. Proposals by way of conclusion

An analysis of the vocational training system in relation to the requirements and characteristics of young migrants, however brief, enables a number of conclusions to be drawn. These should, of course, be validated by in-depth research. All the politicians and all the institutions consulted agreed in saying that solutions must be implemented rapidly[32]. The problem is therefore not so much the will to launch a scientific study, but rather making available sufficient funds to take it to completion, which, in the limited case of the Grand Duchy of Luxembourg, inevitably means calling on supranational bodies.

What then are the most significant conclusions emerging at

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[32]Cp. annexes to this report.

the end of this summary:

- Despite its small size, Luxembourg has proportionately the biggest foreign population of any European country.
- The indigenous population tends to decline year by year.
- Reliance on the foreign population and the pattern of family migration adopted correspond both to the country's vital economic and demographic requirements.
- There is a large young foreign population, and the most populous age groups are only beginning their schooling.
- In addition to the difficulties facing all young migrants in other European countries, it appears that the main factor of discrimination which besets them throughout their school life in Luxembourg is the concomitant learning of 4 languages: the mother tongue, Luxembourgish and the two official languages: French and German.
- Failure at school on this account is widespread, and theoretically effective vocational training turns out to be largely inaccessible to young foreigners. Its vehicular language is almost exclusively German.
- Despite this, young foreigners, often without any job skills whatsoever, manage to enter the labour market, albeit increasingly less successfully, but it is becoming very difficult to use this type of unskilled labour.

In the long term, however, and even in the short term according to some, difficulties will arise:

- The number of young unskilled foreigners will be even higher.
- The labour market will be unable to employ them, because Luxembourg too is suffering under economic constraints due

to the recession.
Unemployment is starting to become a disturbing fact of life and young and low-skilled workers are in the forefront. Furthermore, technological progress is affecting all sectors of activity and is eliminating the least skilled jobs.

- The risks of tension are all the greater since the employment market is quantitatively limited and the numbers of young migrants are proportionately very high.

All of this inspires three proposals. They do not purport to resolve all the questions put, but at least they can channel ideas to prevent the situation from seizing up.

1. The introduction of teaching the young migrant's own language at least in pre-primary and primary education. On the one hand, that would enable parents to take an active part in their child's education, without feeling left out, as is the case at present, and on the other hand it would help to encourage intercultural understanding between two sectors of the population who have to live side by side. Population trends weigh heavily in favour of adopting such a measure.

2. Encouraging the learning of German. This language, which is the language of choice in technical fields, is also used in vocational training.
Rather than instituting teaching in French at primary level, with the aim of facilitating a better grasp of subjects by young foreigners of latin origin, we

believe that it would be preferable to enable them to learn their mother tongue, and for German - "the" technical language - to be compulsory.[33]

In point of fact, French is of no use in a vocational training system which, for a number of reasons, relies on a knowledge of German. The options would become clearer for young migrants. Their mother tongue would gain recognition and its use would preserve their cultural identity. Knowledge of German would provide access to vocational training and they would no longer risk being kept back in weaker classes where they could only hope to obtain a "cut-price" diploma.

3. The creation of pre-apprenticeship centres for boys and girls. Many of those working in training deem this measure to be highly desirable. These centres, essentially set up experimentally in a number of towns, would enable young migrants, whether or not they were born in the host country, to gain insight into a larger number of trades.
   There would be closer contact with the world of work and the young people would, to some extent, be prepared in order to make a reasoned and informed choice of vocational training compatible with their preferences and abilities.

It is obvious that these few measures cannot, of themselves, solve the outstanding problems. It is not enough to show that training institutions are not suitable for the young

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[33] On this subject, see the various proposals set out in the annexes.

migrant public. Neither is it enough, having provided a diagnosis, to imagine that mere functional adaptations could render those institutions operational.
There are other factors which it is imperative to consider. The first is the political will to consider the migrant population as something other than a pool of cheap labour! The second factor might be the political will to consider the second and third generation migrants as something other than simply a replica of the labour force constituted by their parents.

To sum up, designing vocational training adapted to the specific characteristics of young foreigners means allowing them access to the employment market on equal terms with the indigenous population. In the case of Luxembourg, this also means providing a large part of the population with job skills which will prevent them from becoming tomorrow's drop-outs.

Finally, it means refusing to do nothing until such time as the immediate economic interest presented by the young migrants is perceived to fall behind the social costs engendered by their exclusion from society.

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ANNEXE I

Rapports et propositions d'Institutions et d'Experts faits à l'initiative du Parlement Luxembourgeois sur la Problématique Enseignement - Migration[1].

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[1] Session ordinaire 1982-1983 du Parlement Luxembourgeois, Chambre des Députés, Docuemnt n° 2682.

I.– Rapport du Service de l'Immigration

Tout en reconnaissant que dans une certaine mesure il faut maintenir les liens culturels entre les enfants dits de la deuxième génération d'immigrés (i.e. notamment les enfants nés au Luxembourg) et leur pays d'origine, le Service de l'Immigration estime que l'une des revendications principales de certains pays d'émigration (entretenant les espoirs du retour"), à savoir, l'intégration de la langue maternelle des enfants immigrés dans les cours luxembourgeois normaux, n'est pas réaliste et va à l'encontre de l'intégration de ces enfants dans la communauté luxembourgeoise.

Analysant la non-réussite scolaire des enfants immigrés, le service y voit plusieurs raisons : la mentalité des parents, peu favorable à une instruction poussée de leurs enfants, le fait que les parents prennent leurs décisions d'émigrer ou de rentrer dans leur pays d'origine sans tenir suffisamment compte de l'avenir de leurs enfants, le fait qu'en recherchant un logement, les parents ne tiennent pas assez compte des besoins de leurs enfants, la concentration trop forte d'immigrés dans certains quartiers, le fait que les parents n'ont pas les connaissances nécessaires pour s'occuper des problèmes scolaires des enfants, le fait que les conjoints travaillent tous les deux, et, enfin, l'absentéisme des enfants des immigrés.

Pour remédier aux échecs scolaires des enfants immigrés, le service propose que plusieurs mesures soient prises *dans le pays d'origine :* motiver les parents à prendre leur décision d'émigrer en tenant compte de l'avenir de leurs enfants, organiser des cours de la langue du pays d'accueil pour les candidats à l'émigration, donner des informations sur le pays d'accueil, organiser des colonies de vacances pour les enfants de la seconde génération.

Dans le pays d'accueil, les mesures suivantes devraient être prises :

- hâter la construction de logements décents à loyer modéré ;
- motiver les immigrés à apprendre le luxembourgeois ;
- informer les parents des avantages résultant pour les enfants de la fréquentation des écoles luxembourgeoises ;
- convaincre les parents que leurs enfants doivent y fournir un certain effort ;
- organiser des temps d'études surveillées et assistées pour les enfants immigrés ;
- rendre obligatoire la fréquentation des deux années de l'enseignement préscolaire ,
- agir sévèrement contre l'absentéisme scolaire, plutôt que d'intégrer la langue du pays d'origine dans les cours normaux ;
- donner des informations sur le ou les pays d'origine dans les cours de géographie et d'histoire ;
- organiser des cours de rattrapage et de perfectionnement pour l'apprentissage de l'allemand, en faveur des enfants immigrés voulant entrer dans l'enseignement secondaire.

II.– Rapport du Conseil National de l'Immigration

Considérant que la politique d'intégration du pays d'accueil est mise en échec par les résultats scolaires des enfants immigrés, que, du fait des difficultés à insérer l'enseignement de la culture et de la langue maternelles dans les programmes d'enseignement des écoles luxembourgeoises, ces enfants n'ont pas la possibilité de sauvegarder leur patrimoine linguistique et culturel et, enfin, que l'apprentissage de l'allemand constitue pour eux un obstacle majeur, le Conseil National de l'immigration propose les mesures suivantes :

- créer un organisme chargé de coordonner les réformes scolaires envisagées en y associant des représentants des immigrés ou rétablir dans chaque commune les commissions scolaires ;
- enseigner la langue allemande comme véritable langue étrangère et selon des méthodes appropriées, dans l'enseignement primaire ;
- créer des structures d'assistance scolaire pour les enfants immigrés ;
- prévoir pour ces enfants un enseignement en français pendant les trois premières années d'études primaires ou alléger considérablement l'enseignement de l'allemand pendant ces trois années ;
- veiller à ce que ces réformes ne se traduisent pas par un rabaissement du niveau général à atteindre à la fin des études primaires ;

- créer dans certaines régions des filières francophones d'enseignement secondaire technique et des cours de formation professionnelle ;
- prévoir que l'admission à l'enseignement postprimaire puisse se faire en fonction du choix éventuel de l'option pour des classes francophones ;
- organiser l'enseignement dispensé dans les classes d'accueil de façon à assurer la meilleure intégration des immigrés, à mettre l'écolier étranger en mesure de s'exprimer dans une des langues du pays d'accueil et à rendre possible le passage au cycle normal d'enseignement dans l'école luxembourgeoise ;
- insérer l'enseignement de la culture et de la langue maternelles, par une refonte de la grille horaire, dans les cours normaux de l'école luxembourgeoise ;
- exiger la reconnaissance, par les pays d'émigration, des titres et des diplômes obtenus au Luxembourg par les immigrés.

III.– Rapport du Directeur de l'Education différenciée

M. Roger Linster, Directeur de l'Education différenciée, fait état dans son rapport d'une nette augmentation du nombre des enfants d'immigrés qui, ayant de graves problèmes scolaires dans l'enseignement primaire, sont pris en charge par les services de guidance de l'enfance de l'Education différenciée ou les commissions et services médico-psycho-pédagogiques ou bien qui viennent peupler les classes spéciales ou les classes de l'Education différenciée.

Dans l'enseignement spécial on constate une énorme représentation des élèves étrangers. En effet, sur cent écoliers luxembourgeois, trois vont à l'enseignement spécial, alors que huit étrangers sur cent le font.

Décelant les causes des difficultés scolaires des enfants d'immigrés, M. Linster en retient deux séries.

La première série a trait aux *enfants :* ils proviennent de milieux où les deux parents travaillent, ne disposent pas du bagage culturel minimum nécessaire et ne s'intéressent pas beaucoup à la réussite scolaire de leurs enfants. En outre ces enfants ne parlent pas ou peu le luxembourgeois et l'apprentissage du luxembourgeois n'est guère favorisé du fait que la plupart d'entre eux vivent dans des quartiers à forte concentration d'immigrés et que dans de nombreuses classes de l'enseignement préscolaire ils sont en majorité. D'ailleurs ils participent presque sans exception aux cours des ambassades qui ne leur permettent plus les loisirs nécessaires à l'intégration. Enfin, la répartition géographique des structures d'accueil des très jeunes enfants fait qu'elles ne peuvent être utilisées par les petits immigrés.

La seconde série de causes a trait à *l'école :* l'enseignement primaire luxembourgeois est trop intellectuel et trop axé sur l'acquisition de connaissances et la sélection est trop sévère. En outre, dans l'école primaire la transmission et le contrôle du savoir se font essentiellement par des critères verbaux. Dans cet ordre d'idées, M. Linster relève que pour les élèves étrangers l'apprentissage de l'allemand représente l'obstacle majeur à tel point qu'il constitue pour eux l'agent de sélection principal, tandis que pour les Luxembourgeois l'agent de sélection principal c'est le français. Or, l'allemand est la langue véhiculaire par excellence de l'enseignement secondaire technique et surtout dans les cours concomitants et les classes de l'ancien enseignement professionnel, i.e. là où se trouvent le plus d'élèves étrangers.

Le Directeur de l'Education différenciée propose alors les remèdes suivants :

- alléger sensiblement l'enseignement du français ;
- enseigner aux enfants d'origine méditerranéenne l'allemand et le luxembourgeois comme des langues étrangères ;
- réformer l'enseignement primaire dans le sens d'une éducation plus personnalisée, plus démocratique et moins exclusivement cognitive.

IV.– Etude réalisée par l'Institut pédagogique sur "Les enfants étrangers dans l'école luxembourgeoise"

Cette étude part de la constatation que de tous les pays européens le Grand-Duché est celui qui compte de loin le plus haut pourcentage d'étrangers dans la population globale (25% en 1979).

La proportion d'élèves étrangers ayant atteint au cours de l'année scolaire 1980-1981, 33% dans le primaire et 17% dans le postprimaire, une adaptation des programmes et méthodes actuellement en vi-

gueur dans l'enseignement luxembourgeois s'impose impérativement et ce d'autant plus que dans la situation actuelle, du seul fait de la barrière des langues, un grand nombre de jeunes étrangers sortent de notre système scolaire sans qualification minimale.

En vue de la meilleure intégration des immigrés dans notre système social et scolaire les auteurs de l'étude recommandent de prendre les mesures suivantes :

A.– *Revendications générales*

1. Assurer une information adéquate des parents et des élèves étrangers et des enseignants sur le système scolaire luxembourgeois.
2. Offrir aux enfants étrangers des possibilités d'identification dans le système scolaire luxembourgeois en intégrant les cours de langue et de culture maternelles dans l'horaire scolaire régulier et en élaborant du matériel pédagogique pour un enseignement interculturel destiné à tous les élèves.
3. Remanier les programmes d'allemand de telle façon qu'un enseignement systématique de l'allemand langue étrangère puisse être donné. Prévoir, dans la formation initiale comme dans la formation continue des enseignants l'initiation à l'enseignement de l'allemand langue étrangère, l'information sur les pays d'origine et les problèmes de l'immigration.
4. Elaborer, non pas des mesures ponctuelles incohérentes et incomplètes, mais une politique d'ensemble pour une intégration réelle des élèves étrangers à tous les niveaux de notre système scolaire aboutissant à une qualification adéquate de ceux-ci.
5. Cette politique scolaire devra tenir compte, non seulement des données scolaires, mais également des données sociales. Il faudra considérer en particulier la situation défavorisée de l'ouvrier immigré et ses répercussions sur le travail scolaire de l'enfant.

B.– *Education préscolaire*

1. Donner une importance particulière à l'intégration des enfants étrangers au niveau préscolaire. Favoriser les contacts entre enfants luxembourgeois et étrangers.
2. Développer les connaissances en luxembourgeois à l'aide de méthodes et de matériel adéquats.

C.– *Passage du préscolaire au primaire*

Prévoir des modalités différenciées de première scolarisation pour les enfants ayant des connaissances insuffisantes en luxembourgeois

D.– *Enseignement primaire*

1. Tenir compte du fait que les enfants de langue(s) romane(s) ne bénéficient d'aucun usage ni d'aucun apprentissage extra-scolaire de l'allemand.
2. Suivre une progression lente et systématique au cycle inférieur en respectant les difficultés spécifiques des enfants étrangers.
3. Reconsidérer le rôle des devoirs à domicile en fonction des problèmes qui se posent aux enfants étrangers à ce sujet.
4. Prévoir un programme d'allemand langue étrangère à progression systématique.
5. Dans l'hypothèse où l'allemand reste la langue des premiers apprentissages, reculer le commencement de l'enseignement du français en 3e année d'études.
6. Développer une conception d'ensemble des classes d'accueil, en évitant les impasses et en assurant des débouchés effectifs dans l'enseignement et la formation professionnelle.

E.– *Passage du primaire au postprimaire*

1. Informer à temps élèves, parents et enseignants sur toutes les filières offertes aux élèves étrangers à la rentrée suivante.
2. Créer, au niveau de la 7e complémentaire, des classes à enseignement intensif de l'allemand langue étrangère.
3. Tant que l'examen d'admission existe, prévoir des modalités spéciales pour élèves francophones.

F.– *Enseignement secondaire technique*

1. Au cycle d'orientation, prendre en considération les difficultés spécifiques des élèves francophones en les regroupant soit dans des groupes de niveau en allemand, soit – pour les débutants en allemand – dans des classes francophones.
2. Dans la formation professionnelle proprement dite, créer et garantir des filières francophones complètes sanctionnées par des diplômes équivalents aux autres sections. Dans les autres filières, adapter les épreuves d'allemand et prévoir des mesures de compensation.

G.– *Enseignement secondaire*

Donner aux élèves francophones la possibilité d'accomplir un cycle secondaire complet dans nos lycées.

1. Au cycle inférieur, prévoir une filière avec programme adapté et renforcé en allemand, ainsi qu'une filière francophone pour débutants en allemand.
2. Au cycle supérieur, intégrer les élèves de la filière francophone dans les classes normales, en prévoyant un cours d'allemand adapté. Introduire le portugais comme langue à option.

V.– Note de M. Kollwelter (au nom de l'association "ASTI") sur "La scolarisation des enfants migrants"

Constatant que jamais encore l'école luxembourgeoise n'a été confrontée à une présence aussi massive d'enfants étrangers, M. Kollwelter propose les solutions suivantes :

a. enseigner l'allemand comme langue étrangère ;
b. assurer l'enseignement de la langue maternelle des enfants migrants ;
c. assurer un enseignement interculturel tenant compte de la présence d'enfants de cultures différentes ;
d. informer les enseignants sur le phénomène migratoire et sur l'enseignement interculturel ;
e. informer les parents immigrés sur le système scolaire luxembourgeois ;
f. assurer une formation professionnelle aux jeunes immigrés, dans l'intérêt de leur intégration et de la paix sociale ;
g. mettre en oeuvre une politique scolaire permettant à tous les enfants, autochtones ou immigrés, de développer leurs capacités.

VI.– Prises de position des ambassades d'Italie, d'Espagne et du Portugal

Dans sa lettre du 21 juillet 1982 la Présidence de la Chambre des Députés a demandé aux ambassades précitées

1. quelles sont les difficultés scolaires principales pour leurs ressortissants respectifs,
2. comment se fait la collaboration entre les ambassades et les écoles luxembourgeoises,
3. quelle est la finalité des efforts entrepris par les ambassades en vue de maintenir leurs ressortissants en contact avec leur culture maternelle et, enfin,
4. quel est le nombre de leurs ressortissants voulant rester au Luxembourg et de ceux voulant retourner dans leur propre pays.

1. Par sa lettre du 15 septembre 1982 *l'Ambassade d'Italie* a fait savoir

– que la difficulté scolaire principale pour les élèves italiens au Luxembourg consiste dans l'étude de la langue allemande, sans oublier les différences sensibles entre le système scolaire luxembourgeois et le système scolaire italien ;
– que la collaboration avec les autorités scolaires luxembourgeoises ne pose généralement pas de problèmes ;
– que le but des activités de l'ambassade est précisément de maintenir ses ressortissants en contact avec leur culture d'origine ;
– qu'il est très difficile de déterminer le nombre des Italiens immigrés envisageant de retourner en Italie, mais qu'on constate depuis quelques années une certaine diminution de la population italienne au Luxembourg.

2. Dans sa lettre du 23 septembre 1982 *l'Ambassade d'Espagne* a indiqué

- que pour les élèves espagnols au Luxembourg les difficultés scolaires principales résident dans la complexité des programmes de langues, dans le fait que les langues allemande, française et luxembourgeoise servent aussi comme langues véhiculaires pour l'enseignement des autres matières du programme, dans la situation d'infériorité dans laquelle l'élève espagnol se trouve ainsi par rapport à l'élève luxembourgeois et, enfin, dans la diversité d'options que l'éducation postprimaire offre à l'élève et dans l'information insuffisante des parents espagnols ;
- que la collaboration entre les écoles luxembourgeoises et les professeurs espagnols au Luxembourg n'existe pas réellement ;
- qu'il serait souhaitable que les autorités luxembourgeoises prévoient des mesures pour compenser les difficultés scolaires prémentionnées, pour améliorer l'information des parents espagnols et pour favoriser les initiatives d'intégration de cours de langue et de culture espagnoles dans le système scolaire luxembourgeois ;
- que l'organisation, par l'ambassade, de tels cours pour les migrants espagnols vise à faciliter leur réinsertion dans le système scolaire espagnol s'ils rentrent en Espagne et à leur permettre d'assumer leur identité linguistique et culturelle, facteur déterminant de leur intégration dans la société luxembourgeoise, sans oublier qu'ils apporteront au Luxembourg la richesse de leur culture s'ils choisissent d'y rester ;
- qu'il est très difficile de fournir des données statistiques sur le nombre des Espagnols voulant rester définitivement au Luxembourg ou envisageant de rentrer un jour en Espagne.

3. Par sa lettre du 19 novembre 1982 *l'Ambassade du Portugal* a fait savoir

- que les principales difficultés scolaires pour les élèves portugais au Luxembourg sont les suivantes : placement des élèves arrivant du Portugal dans des classes ne correspondant ni à leur niveau d'apprentissage ni à leur âge, présence trop nombreuse d'enfants portugais dans les classes primaires spéciales notamment, enseignement oral donné en luxembourgeois, manuels écrits en allemand ou en français, renseignements donnés, lors de la rentrée scolaire, en luxembourgeois le plus souvent, sinon en allemand, devoirs à domicile nécessitant l'aide des parents, sanctions trop lourdes et inadaptées aux élèves portugais, manque de compréhension de la part de certains enseignants d'allemand ;
- que la collaboration avec les écoles luxembourgeoises s'avère parfois difficile ;
- que les problèmes évoqués ci-dessus pourraient être résolus si les autorités scolaires luxembourgeoises organisaient un enseignement intensif de la langue allemande accompagné de l'enseignement des autres matières dans une langue accessible aux enfants migrants, si les classes d'accueil étaient restructurées en vue d'un accès plus rapide aux classes régulières et enfin, si des cours de portugais étaient intégrés dans les horaires normaux luxembourgeois ;
- que les efforts entrepris par l'ambassade en vue de maintenir les ressortissants portugais en contact avec leur culture maternelle poursuivent un triple but : maintien de l'unité culturelle de la famille portugaise, enrichissement pour les ressortissants portugais, facilité de réinsertion au Portugal, pour ceux qui y rentrent ;
- qu'il n'est pas possible de fournir des données statistiques sur le nombre des ressortissants portugais voulant rester au Luxembourg ou, au contraire, retourner au Portugal.

Dans une lettre annexée à la réponse de l'Ambassade du Portugal, l'Association de Défense des Intérêts des Elèves Portugais au Luxembourg plaide elle aussi en faveur de l'intégration, dans les horaires normaux luxembourgeois, de cours de langue et de culture maternelles et rappelle notamment que la langue allemande constitue souvent un obstacle infranchissable pour ces élèves.

VII. – Rapport de M. Hostert, du Ministère de l'Education nationale

Après avoir indiqué qu'au Luxembourg le mouvement d'immigration s'est intensifié depuis la seconde guerre mondiale, qu'il s'est transformé en migration, que les migrants venant des pays méditerranéens proviennent de couches sociales modestes, contrairement aux migrants venant des pays du Nord, et que pour le groupe d'âge de 0 à 12 ans, le taux moyen des enfants étrangers est de 32% par rapport aux enfants luxembourgeois, M. Hostert examine les *difficultés scolaires, sociales et psychologiques des enfants migrants.*

a) *Quant à la famille :* plus l'enfant est jeune et moins il connaît de difficultés d'insertion. Ces difficultés augmentent pour les enfants de 12/13 ans et finissent par devenir aussi grandes que celles des parents. L'enfant voulant s'intégrer dans la société luxembourgeoise risque de se heurter à l'incompréhension de ses parents qui ressentent cela comme une rupture avec la famille. En outre, l'activité professionnelle de la mère oblige les enfants à rester seuls pendant une partie de la journée, ce qui pose le problème de l'institution qui les prendra en charge.

b) *Quant aux loisirs :* les problèmes linguistiques rencontrés par les enfants migrants lorsqu'ils partagent leurs loisirs avec les enfants luxembourgeois ne sont pas insurmontables.

c) *Quant à l'école :* dans son pays d'origine l'élève migrant a suivi un enseignement dispensé exclusivement dans sa langue maternelle, tandis que l'enseignement luxembourgeois repose sur l'allemand et le français, comme langues véhiculaires, et sur le luxembourgeois. En outre les styles d'enseignement du pays d'origine et du pays d'accueil diffèrent sensiblement.

Le problème du bilinguisme

L'auteur décèle ensuite les avantages et les inconvénients du bilinguisme. Parmi les désavantages on citera notamment la surcharge de l'élève et la réduction du temps réservé aux matières artistiques, techniques et scientifiques, les avantages principaux consistant dans l'amélioration de la communication entre deux ou plusieurs ethnies et la facilité d'insertion dans une communauté étrangère. M. Hostert plaide en faveur du bilinguisme à condition que l'enfant étranger dispose d'une langue de base qui constituera pendant toute sa scolarité sa langue de référence, i.e. celle dans laquelle il fait son premier apprentissage en lecture, en écriture et en mathématique, la seconde langue pouvant prendre une part plus large dès que la langue de base sera bien assimilée.

Accueil et intégration des enfants étrangers au Luxembourg

Les classes d'accueil se bornent à mettre les enfants étrangers en mesure de comprendre une seule des langues utilisées dans nos écoles et à s'exprimer dans cette langue de manière intelligible.

Les localités à faible concentration de migrants insèrent les enfants étrangers dans les classes primaires normales et organisent à leur intention des cours d'appui axés sur l'apprentissage des langues véhiculaires de l'enseignement luxembourgeois. Depuis quelques années des essais d'intégration des élèves migrants en milieu multilingue ont été faits dans plusieurs écoles.

Les élèves migrants dans l'enseignement secondaire et dans l'enseignement secondaire technique

Pour faciliter l'admission, à l'enseignement secondaire, des enfants migrants ayant de faibles connaissances en allemand, des classes à régime linguistique spécial fonctionnent dans différentes écoles.

L'enseignement secondaire technique accueille un nombre assez élevé d'élèves migrants. Or, comme l'allemand est la langue véhiculaire dans la plupart des sections, des classes francophones ont été créées.

La préparation des maîtres

En vue d'une meilleure préparation des maîtres des classes d'accueil, un manuel pour les langues italienne, portugaise et espagnole a été élaboré et des cours portant sur ces trois langues ont été organisés à leur intention, tant au Luxembourg que dans les pays d'origine des élèves migrants.

La formation de base des maîtres de classes normales comprend une première information sur les questions de la migration.

Cours de langue et de civilisation maternelles

De tels cours sont donnés aux migrants, dans le cadre périscolaire, pour leur permettre de maintenir le contact avec la culture de leur pays d'origine.

Commission consultative communale pour les migrants

Une telle commission pourrait contribuer à résoudre le problème de l'intégration des cours de langue et de culture maternelles dans l'horaire scolaire normal.

Pour résoudre les problèmes qui se posent M. Hostert propose de prendre les mesures suivantes :

- inviter les pays d'origine à mettre les élèves migrants en mesure de présenter, lors de leur entrée au Luxembourg, le carnet scolaire et de santé élaboré par le Conseil de l'Europe ;
- tenir mieux compte, dans la pédagogie de l'apprentissage des langues vivantes, de la fonction communicative de la langue ;
- accroître les efforts en vue d'un bon apprentissage précoce du luxembourgeois (dans l'éducation préscolaire) et de l'apprentissage, par les enseignants luxembourgeois, d'une ou de plusieurs langues maternelles des enfants migrants ;
- harmoniser les programmes et les méthodes des cours de langue et de civilisation maternelles avec ceux des cours du pays d'accueil ;
- préparer plus systématiquement à leur tâche spécifique les enseignants chargés des classes et cours pour élèves migrants ;
- faire en sorte que dans leur pays d'origine les familles désireuses d'émigrer soient informées sur les conditions de vie et le système scolaire du pays vers lequel elles veulent émigrer ;
- intensifier la collaboration bilatérale entre pays d'origine et pays d'accueil de même qu'entre les enseignants des pays concernés ;
- définir à l'égard des migrants une politique claire, coordonnée et concertée qui tienne compte de leurs propres revendications.

VIII.– Rapport de M. Oestreicher, de l'Inspection générale de l'enseignement primaire

Après avoir fourni des données statistiques concernant la proportion des étrangers dans la population totale du Luxembourg et dans la population scolaire, M. Oestreicher examine le problème de la scolarisation des enfants étrangers, problème qui, d'après l'auteur, réclame une solution urgente dans la mesure où le chômage des jeunes frappe d'abord les jeunes étrangers.

Estimant que les mesures qui ont déjà été prises dans ce domaine (notamment, classes spéciales ou d'accueil, cours d'appui ou de rattrapage, cours intensifs d'allemand, expériences avec le français comme langue d'enseignement, intégration de cours de langue et de culture des pays d'origine dans l'horaire hebdomadaire . . .) sont insuffisantes, l'auteur préconise les mesures suivantes :

- permettre aux enfants étrangers de faire le programme de la première année de l'enseignement primaire en deux ans ou de faire les deux premières années en trois ans ;
- prévoir des classes de transition ou d'approfondissement avant l'entrée dans l'enseignement postprimaire ;
- alléger les examens d'admission (de l'enseignement secondaire technique et de l'enseignement secondaire) par un système de compensations ;
- organiser des cours de langue pour les enfants arrivant chez nous à l'âge scolaire ;
- informer, d'une part, les parents étrangers au sujet des problèmes scolaires qui attendent leurs enfants au Luxembourg et, d'autre part, les enseignants luxembourgeois sur les pays d'origine des immigrés ;
- créer une filière francophone : dans l'*enseignement primaire* la langue principale serait donc le français ; l'étude de l'allemand comme langue étrangère commencerait en seconde année seulement, des leçons seraient prévues pour l'étude de la langue maternelle des élèves étrangers.

Ce régime pourrait continuer *dans le cycle inférieur de l'enseignement postprimaire ;* i.e. pendant trois ans.

S'il est vrai qu'un tel système mettrait en cause l'unicité de l'école primaire luxembourgeoise, qu'il créerait une séparation des enfants étrangers d'avec leurs camarades luxembourgeois et qu'il allongerait les trajets scolaires, il présenterait toutefois deux avantages d'une importance capitale : En effet, il assurerait une meilleure scolarisation des enfants étrangers, d'une part, et des possibilités accrues pour ces élèves de faire des études secondaires ou secondaires techniques, d'autre part.

Analyse comparative des différents rapports

Presque tous les rapports cités ci-dessus se prononcent en faveur de l'une des revendications principales des trois pays d'émigration que sont le Portugal, l'Espagne et l'Italie, à savoir, *l'intégration, dans l'horaire normal des écoles luxembourgeoises, de cours de langue et de civilisation maternelles des enfants immigrés* pour maintenir le contact avec la culture d'origine.

Le Service de l'Immigration fait valoir, par contre, qu'une telle mesure irait à l'encontre de l'intégration des enfants immigrés dans la communauté luxembourgeoise.

Dans la plupart des rapports et notamment dans les prises de position des ambassades consultées il est fait état de l'obstacle majeur que constitue pour les élèves étrangers *l'apprentissage de l'allemand* ; il est proposé dans les rapports respectifs de l'IP, du Directeur de l'Education différenciée, du Conseil National de l'Immigration et de MM. Oestreicher et Kollwelter d'y remédier en enseignant *l'allemand comme véritable langue étrangère*. Le Directeur de l'Education différenciée suggère en outre d'alléger sensiblement l'enseignement du français et d'enseigner aux enfants d'origine méditerranéenne non seulement l'allemand comme une langue étrangère, mais également le luxembourgeois.

Les rapports du Service de l'Immigration et de l'IP relèvent *l'importance de l'enseignement préscolaire* en vue de l'intégration des élèves migrants ; dans cet ordre d'idées le Service de l'Immigration recommande même de rendre obligatoire la fréquentation des deux années de l'enseignement préscolaire.

Trois rapports, à savoir celui du Conseil National de l'Immigration, celui de l'IP et celui de M. Oestreicher préconisent la création de *filières francophones* : le Conseil National de l'Immigration vise seulement l'enseignement secondaire technique tandis que le rapport de l'IP veut voir étendre cette mesure à l'enseignement secondaire proprement dit et à la formation professionnelle. M. Oestreicher, pour sa part, propose de créer des filières francophones dans l'enseignement primaire et dans le cycle inférieur de l'enseignement postprimaire.

Six rapports, à savoir, ceux du Service de l'Immigration, de l'IP, de l'Ambassade d'Espagne et de MM. Oestreicher, Hostert et Kollwelter, relèvent l'importance d'une *information* adéquate *des migrants* sur le système scolaire luxembourgeois.

Les rapports de l'IP et de MM. Oestreicher et Kollwelter mettent en outre l'accent sur l'*information des enseignants luxembourgeois* au sujet des pays d'origine et des problèmes de l'immigration.

Deux des trois ambassades consultées estiment que la *collaboration avec les écoles luxembourgeoises* n'existe pas réellement (Ambassade d'Espagne) voire s'avère parfois difficile (Ambassade du Portugal). D'après l'Ambassade d'Italie par contre cette collaboration ne pose généralement pas de problèmes.

A noter, dans un ordre d'idées analogue, que dans son rapport M. Hostert appelle de ses voeux une intensification de la *collaboration* bilatérale *entre pays d'origine et pays d'accueil* de même qu'*entre enseignants* des pays concernés.

CONCLUSIONS

L'analyse de notre situation démographique et économique prouve que la présence des étrangers est une nécessité. Un choix de société a été fait. Le phénomène de l'immigration n'est plus passager et lié à l'évolution conjoncturelle. Même si le Gouvernement freine l'afflux de main-d'oeuvre étrangère, certains secteurs de notre économie en ont besoin et en auront besoin pour subsister.

La Commission de l'Education nationale et des Affaires culturelles est d'avis qu'une adaptation de notre système scolaire à la situation actuelle doit se faire sans tarder. Après avoir examiné les différents mémoires, la Commission retient les conclusions suivantes :

1) L'unité de l'école luxembourgeoise doit être sauvegardée. Etrangers et Luxembourgeois doivent avoir la possibilité d'acceder à la profession de leur choix par une même école luxembourgeoise.
2) Le bilinguisme est un acquis résultant de notre situation géographique et historique. Il fait partie intégrante de notre identité culturelle et doit donc être sauvegardé.
3) La culture maternelle des enfants immigrés est à intégrer dans l'horaire normal. Les élèves étrangers pourront ainsi maintenir le contact avec leur culture d'origine tout en apportant un enrichissement culturel aux élèves luxembourgeois.
4) Les moyens de communication audio-visuels doivent être engagés à plus forte raison pour permettre aux immigrés de maintenir le contact avec leur culture maternelle. Des émissions spéciales pourraient contribuer aisément à améliorer l'interaction école-famille, pour les élèves étrangers aussi bien que pour les élèves luxembourgeois.
5) L'adaptation des programmes au pourcentage élevé d'élèves étrangers dans les classes de l'école primaire devra tenir compte de la situation dans les différentes communes. Etant donné la disparité entre les taux d'élèves étrangers selon les localités, on ne peut envisager une situation globale à travers un seul modèle.

6) L'allemand devra être enseigné, comme véritable langue étrangère, aux Luxembourgeois et aux étrangers. La connaissance insuffisante d'une langue ne devrait d'ailleurs pas être le facteur décisif qui empêche un élève, luxembourgeois ou étranger, à accéder à l'apprentissage d'une formation.

7) Le préscolaire devra permettre aux élèves étrangers de se familiariser avec la langue luxembourgeoise.

8) La formation des enseignants doit tenir compte des problèmes spécifiques que pose la présence d'élèves étrangers dans la classe.

9) Les parents des élèves étrangers doivent être mieux informés sur les finalités et les caractéristiques de l'école luxembourgeoise.

Commentaires

Ad 1)

L'école doit engager un brassage des cultures à partir d'une base commune entre les communautés luxembourgeoise et étrangères. Une telle base n'existe pas entre les adultes, la plupart des immigrés vivant dans leurs propres quartiers et étant employés dans des secteurs délaissés par les Luxembourgeois.

La base commune que doit créer l'école primaire doit cependant être adaptée à tous les enfants. Tous les efforts doivent tendre finalement à procurer une formation professionnelle aux élèves indépendamment de leur nationalité en offrant la possibilité d'y accéder par des paliers intermédiaires différenciés.

Ad 2)

Le bilinguisme franco-allemand pratiqué dans notre école primaire est certes un élément incontestable de notre identité culturelle, mais il constitue également un critère de sélection impitoyable pour l'accès à une formation professionnelle. Aux élèves étrangers se pose en outre le problème de la langue véhiculaire de l'enseignement d'autres branches. Les données des problèmes de calcul p.ex. énoncés en allemand empêchent l'élève de comprendre le fond. Il en est de même pour l'étude du milieu local, géographie et histoire.

Pour les bâtiments scolaires à plusieurs classes de même niveau on pourrait envisager un échange des élèves afin de pouvoir enseigner soit en allemand, soit en français pour les branches citées plus haut. En outre on pourrait envisager la publication de manuels scolaires bilingues. Le choix d'une langue véhiculaire pour l'enseignement des branches non-linguistiques ne doit pas empêcher l'apprentissage des connaissances de fond.

Ad 3)

Intégration de la culture maternelle

A l'unanimité tous les interlocuteurs de la Commission de l'Education nationale et des Affaires culturelles ont plaidé pour l'intégration de la culture maternelle dans l'horaire normal. Il faut cependant tenir compte des situations locales.

A cette fin un choix de programmes sera proposé par le MEN.

Il est indispensable qu'il en résulte un enrichissement culturel réciproque, en envisageant p.ex. l'étude du milieu local comme étude du milieu interculturel, comparant l'environnement luxembourgeois à celui des enfants étrangers de la classe. A cette fin le matériel de documentation pourrait être fourni par les ambassades.

Ad 4)

La télécommunication joue un rôle de plus en plus grand dans l'éducation. La possibilité d'atteindre les enfants dans leur famille à travers les moyens audio-visuels pourrait fournir une aide précieuse à l'école. Dans le contexte des problèmes de l'immigration des émissions radiophoniques ou télévisées à l'attention des différents groupes de nationalités faciliteraient le maintien du contact avec la langue maternelle. De ce fait une surcharge de nos programmes scolaires pourrait être évitée. Il serait d'ailleurs utile de prendre en considération l'existence de réseaux câblés permettant des initiatives locales là où elles s'imposent.

Ad 5)

Un modèle flexible

Les analyses statistiques démontrent clairement la disparité des taux des enfants immigrés dans l'enseignement d'une commune à l'autre, en l'occurrence même d'un bâtiment scolaire à l'autre. Un modèle global est donc inimaginable. Le Ministère de l'Education nationale devrait donc élaborer certains modèles qui tiennent compte des situations locales. La Commission de l'Education nationale et des Affaires culturelles propose de créer, pour les élèves faibles, la possibilité de dédoubler la 1ère année scolaire après le 1er trimestre. Une répartition de la matière de la 1ère année sur 2 années consécutives donnerait aux élèves des bases plus solides, mais devrait entraîner une prolongation de la scolarité.

Ad 6)

Enseignement de l'allemand

La Commission souligne que les déficiences linguistiques au moment de l'entrée à l'enseignement postprimaire ne devraient pas avoir comme conséquence définitive d'être exclu d'une profession.

L'organisation de cours d'appui et la création de classes transitoires avant l'entrée à l'enseignement secondaire ayant pour but le perfectionnement des connaissances linguistiques pourraient parer au principal handicap que rencontrent les élèves étrangers. Les filières francophones qui existent représentent une autre solution, pourvu que le choix des professions n'en soit pas trop limité.

Ad 7)

Rôle du préscolaire

La Commission est consciente que la situation des enfants immigrés est différente selon qu'ils sont nés ici ou qu'ils arrivent au milieu d'un cycle scolaire. Elle est d'avis que les enfants étrangers qui vivent ici dès leur très jeune âge sont en bonne position de départ pour apprendre le luxembourgeois pourvu qu'ils aient assez de contact avec les enfants luxembourgeois. Dans ce but il faudrait améliorer les possibilités de gardiennage avant 4 ans. La Commission est d'avis que la fréquentation du préscolaire devrait être obligatoire dès l'âge de 4 ans. De même elle recommande de faciliter l'admission même avant l'âge de 4 ans accomplis.

Ad 8)

Formation des enseignants

La complexité des problèmes analysés au sujet de la problématique de l'immigration laisse deviner l'énorme effort qui doit être fourni par les enseignants et doit entraîner une revalorisation de leur formation. Pour l'intégration des cours de langue maternelle les enseignants étrangers et luxembourgeois sont appelés à collaborer étroitement.

Dans le but de réaliser cette collaboration les ambassades étrangères jouent un rôle primordial en vue d'une sensibilisation réciproque.

Ad 9)

Information des parents

La Commission a constaté que certains problèmes concernant la scolarisation des enfants immigrés proviennent d'un manque d'information des parents. Absences fréquentes, départs prolongés pendant l'année scolaire causent en surplus des difficultés déjà existantes des retards scolaires aux enfants immigrés. Il est essentiel de mieux informer les parents sur le fonctionnement et les structures de l'école luxembourgeoise. A cette fin le dialogue avec les responsables de l'école doit leur être rendu possible. La Commission est d'avis qu'il faut encourager la formation d'associations de parents d'élèves immigrés et pourvoir à la possibilité d'un véritable dialogue.

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La Commission de l'Education nationale et des Affaires culturelles a terminé ses travaux sur la problématique de l'immigration dans l'enseignement en relevant la qualité des rapports des différents interlocuteurs et en les remerciant de leur fructueuse collaboration. Il est certes impossible de trouver des solutions à tous les problèmes évoqués et telle n'est pas la prétention de ce rapport.

Il est toutefois dans l'intention de la Commission de l'Education nationale et des Affaires culturelles de contribuer à la prise de conscience des valeurs de cultures différentes, tout en garantissant le pluralisme et l'identité de la société luxembourgeoise.

Luxembourg, le 3 février 1983.

Le Président-Rapporteur,
Erna HENNICOT-SCHOEPGES

ANNEXE II

Fonctionnement des classes d'accueil

in Réponse luxembourgeoise au questionnaire relatif à l'éducation des Migrants[1].

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[1] Source : Ministère de l'Education Nationale, Document stencilé, 1984

C. LA PRATIQUE

1. Dans le domaine scolaire, de nouvelles mesures ont-elles été mises en oeuvre - ou sont-elles envisagées - concernant en particulier:

a. la création de"classes d'accueil"pour faciliter l'intégration scolaire et culturelle dans le pays hôte

Fonctionnement des classes d'accueil

Les classes d'accueil fonctionnent selon la formule suivante: deux classes d'accueil sont implantées dans les bâtiments scolaires comprenant toute la gamme des classes primaires. Un maître surnuméraire effectue des cours d'appui en groupe ou individuels et assure les contacts avec les parents.

Quelques principes fort simples régissent la classe d'accueil.

- Rentrant dans la catégorie des classes d'enseignement différencié et spécial, elle a un effectif limité, qui ne dépassera qu'exceptionnellement le nombre de quinze élèves;

- l'enseignement sera, pour autant que faire se peut, individualisé et adapté au niveau intellectuel et au pouvoir d'assimiliation de chaque élève en particulier;

- aucun élève ne devra rester plus d'une année dans la classe d'accueil;

- à l'issue de cette période, l'élève devra être capable de suivre l'enseignement dans une classe normale de son âge ou de son niveau scolaire;

- la classe spéciale se borne à mettre l'élève en mesure de comprendre une seule langue utilisée dans nos classes (le français ou l'allemand) et à s'exprimer dans cette même langue de façon intelligible.

Afin de hâter les progrès, les moyens audio-visuels sont largement utilisés dans la plupart des classes d'accueil.

En premier temps, l'élève est susceptible d'assimiler le plus rapidement les structures de la langue qu'on veut lui enseigner. Aussi l'image visuelle et le modèle sonore sont-ils associés pour donner à l'élève des exemples vivants de la nouvelle langue.

Schématiquement, une leçon de langue comprend trois temps essentiel
- la compréhension,
  qui consiste dans la présentation de la leçon complète et l'explication de celle-ci avec des arrêts pour les images visuell et de répétition du groupe sonore

- la mémorisation,
  qui consiste en une audition de la bande sonore, en une répétitio individuelle par tous les élèves et en une dernière répétition

- la transposition,
  qui consiste - en une exploitation de la leçon en se basant sur les seules images: redécouverts du commentaire, questions sur les images, exploitation détaillée d'une seule image

  - et en une exploitation sans les images: transposition dans la vie, par le truchement de questions qui partent de la situation présentée préalablement; les mécanismes et structures seront utilisés dans d'autres situations.

L'élève peut être complétement intégré dans une classe d'accueil il lui est loisible de suivre dans des classes normales, des cours adaptés à ses connaissances.

b. la compréhension mutuelle entre élèves, enseignants et parents

Par sa circulaire du 25 mai 1983, le Ministre de l'Education Nationale invite les administrations communales et le personnel enseignant des jardins d'enfants, des écoles primaires, des classes complémentaires, spéciales et d'accueil, d'organiser au début de l'année scolaire des réunions d'information sur les programmes et méthodes de l'enseignement primaire à l'intention des parents d'élèves.

Les autorités communales et le personnel enseignant sont priés de veiller à ce que ces réunions aient lieu à des moments ou les parents sont disponibles pour y assister.

Le règlement grand-ducal du 1o juillet 1973 porte organisation des conseils d'éducation auprès des lycées de l'enseignement secondaire. Dans chaque lycée, le conseil de l'éducation comprend 9 membres effectifs; le directeur de l'établissement scolaire est d'office membre effectif. La désignation des membres effectifs assure en outre des mandats aux groupes suivants:

- personnel enseignant
- parents d'élèves
- élèves.

Le conseil d'éducation a dans ses attributions, entre autres, l'organisation des actitivités culturelles, sociales et sportives de l'établissement et la formulation des propositions sur toutes les questions intéressant la vie et l'organisation de l'établissement.

c. la promotion de la participation des parents aux activités scolaires

- Considérant que le nombre d'enfants étrangers dans les classes primaires a tendance de s'accroître, le Parlement luxembourgeois a adopté le 22 février 1983 le principe que,
- le contact avec les parents d'élèves étrangers doit être recherché et approfondi par les moyens appropriés.

Il a invité le Gouvernement à prendre en considération ce principe et à le mettre en oeuvre.

- Comme au Luxembourg fonctionnent les deux grandes fédérations de parents d'élèves suivantes:
  - Fédération des Associations de Parents d'Elèves de l'Enseignement Primaire (FAPEEP)
  - Fédération des Associations de Parents d'Elèves de l'Enseignement Postprimaire (FAPEEPP)

  les parents des enfants étrangers sont invités à s'y affilier. Ces fédérations organisent périodiquement des réunions sur l'école luxembourgeoise, ses structures, ses buts et ses problèmes.

- Les associations de parents d'élèves font figure de partie revendicative en ce qui concerne l'organisation interne des établissements scolaires, leurs activités culturelles sociales et sportives; les enseignants font plutôt partie défenderesse.

- Dans le cadre des activités scolaires, les conseils d'éducation créés par réglement grand-ducal du 10.7.1973 ont pour mission
  - de donner leur avis sur la création ou la suppression de cours à option, de cours facultatifs et de cours de rattrapage ainsi que sur l'organisation interne des lycées et toutes autres questions qui leur sont soumises par les directeurs des établissements ou par le Ministre de

Experimentation

D) 1) De nouvelles expériences ont-elles été lancées dans le domain

a) -de l'éducation linguistique?

Le ministère de l'éducation nationale a élaboré de nouvelles méthodes d'enseignement pour la 1re année d'études de l'enseignement primaire (nouvel abécédaire) pour faciliter l'apprentissage de la langue allemande tant pour les élèves autochtones que pour les élèves étrangers.
Les travaux en cours seront poursuivis en vue de la mise au point de nouvelles méthodes pour l'enseignement de l'allemand dans les autres années d'études.Toutefois,ces travaux s'étaleront nécessairement sur un certain nombre d'années.
(voir circulaire ministérielle du 25 mai 1983 jointe à la présente documentation)

b) -du maintien et du développement de leur culture d'origine?

La nouvelle grille-horaire qui permet d'intégrer deux leçons hebdomadaires dans l'horaire scolaire normal de l'enseignemen primaire,sera mise en vigueur de façon progressive en fonctio des résultats des expériences en cours.
Des essais d'intégration des cours de langue et de culture maternelles dans l'horaire scolaire normal se font actuelleme dans un certain nombre de localités du pays.

c) -de leur formation professionnelle et générale?

Le "Commissariat du Gouvernement à la Formation Professionnel a introduit,en février 1978,les "Cours d'Orientation et d'Ini tiation Professionnels" (CCIP)au profit des jeunes autochtone et étrangers qui,d'un côté,ont suffi à l'obligation scolaire mais qui,d'autre part,se trouvent sans emploià un âge inférieur à 16 (seize) ans.L'organisation de ces cours a pour but de faciliter l'accès à la vie active et permet en même temps aux participants de s'engager dans la voie professionne qui répond à leurs aspirations.Le régime pédagogique ne se va ni assimilable ni comparable au régime de formation,appliqué dans l'enseignement postprimaire normal.
La formation est essentiellement dispensée dans le cadre de l'atelier;elle donne au jeune participant l'impression de se trouver en situation de pré-emploi et non en régime scolaire.

d) - de l'éducation interculturelle

- Pour le cycle primaire proprement dit (1re - 6e année d'études) le français est langue d'enseignement et langue véhiculaire pour quelque 7 à 8 leçons hebdomadaires;pour les autres branches l'allemand est langue véhiculaire;le luxembourgeois est utilisé comme langue de communication et comme langue d'explication à de multiples occasions,notamment dans les branches techniques: travaux manuels,éducation physique,éducation artistique et éducation musicale.
  Dans l'enseignement secondaire,(cycle inférieur)la français est la langue d'enseignement et langue véhiculaire pour les branches de français et de mathématiques;l'allemand reste langue d'enseignement et langue véhiculaire pour toutes les autres branches.
- L'accès des immigrants aux associations luxembourgeoises de parents d'élèves des enseignements primaire et postprimaire est garanti;
- l'accès des immigrants aux principales associations culturelles et sportives ne pose pas de problèmes;
- le "Service de l'Education des Adultes organise à l'intention des autochtones et des étrangers des cours de langue du soir, en espagnol,en italien et en portugais y compris;
- une fois admis au travail,le travailleur étranger jouit au Luxembourg des mêmes droits que le travailleur luxembourgeois en matière de contrat de travail,de sécurité sociale et de représentation syndicale.Il n'y a aucune discrimination entre travailleurs étrangers et travailleurs autochtones.

D) 2)La recherche scientifique relative à l'éducation des migrants a-t-elle été encouragée?

Le "Service d'Innovation et de Recherches Pédagogiques" du Ministère de l'Education Nationale est en train de faire une étude sous le titre "Education et Migration".
Il s'agit d'une étude sociale ayant pour objectifs de fournir une synthèse des informations obtenues en la matière et d'éclaircir certains aspects du phénomène migratoire.
Cette étude part du fait que des changements sont intervenus da le corps social à la suite des processus migratoires.

Structure par âge et degré scolaire des populations totales et des collectivités étrangères dans certains pays membres du Conseil de l'Europe

Luxembourg

année scolaire 1982/83

degré scolaire	classe d'âge	total	étrangers	%
préscolaire	4 - 5 ans	7.579	2.8o4	37%
primaire et classes complémentaires	6 - 15 ans	26.7o7	1o.144	38%
secondaire I et secondaire technique I	13 - 15 ans	11.598	2.698	23.3%
secondaire II et secondaire technique II	16 - 19 ans	13.538	2.156	15.9%
supérieur	19 etc.	739	61	8.3%
		6o.161	17.863	29.7%

Tableau No 4 b)

Structure par âge et degré scolaire des populations masculines totales et des collectivités étrangères (garçons) dans certains pays membres du Conseil de l'Europe

degré scolaire	classe d'âge	total	étrangers	%
préscolaire	4 - 5 ans	3.751	1.5o4	4o.1%
primaire et classes complémentaires	6 - 15 ans	14.o39	5.3o3	37.8%
secondaire I et secondaire technique I	13 - 15 ans	6.1o8	1.217	19.9%
secondaire II et secondaire technique II	16 - 19 ans	6.948	1.481	21.3%
supérieur	19 etc.	528	49	9.3%
		31.374	9.554	3o.5%

Structure par degré et année scolaire des populations totales et des collectivités étrangères dans certains pays membres du Conseil de l'Europe

Luxembourg 1982/83

	Enseignement primaire âge: 6-12 ans	total	étrangers	%
a) classes primaires	1re clase	4.o7o	1.7o8	42%
	2e classe	3.918	1.52o	38.8%
	3e classe	3.7o4	1.379	37.2%
	4e classe	3.3oo	1.2o9	36.6%
	5e classe	3.932	1.268	32.2%
	6e classe	3.9o2	1.143	29.3%
	Total	22.826	8.227	36%
b) classes complémentaires				
	7e classe	1.161	489	42.1%
	8e classe	572	241	42.1%
	9e classe	327	133	4o.1%
	fin d'études	634	328	51.7%
	Total	2.694	1.191	44.2%
c) enseignement spécial				
	classe d'accueil	36o	354	98.3%
	classe H.M.C.*	244	65	26.6%
	classe spéciale	583	3o7	52.7%
	Total	1.187	726	61.2%
	Total Général	26.7o7	1o.144	38%

H.M.C.* = Handicapés mentaux et cérébraux

ANNEXE III

Les cours de langue maternelle - L'expérience de Differdange[1]

[1] Source : S.E.N. Journal : Publication du Syndicat, Education et Sciences dans l'O.G.B.-L., n° 5, 1984

Les cours de langue maternelle : l'experience de Differdange

Le Comité des Enseignants de la Ville de Differdange considère que l'expérience actuellement en cours vaut la peine d'être divulguée ; en effet, l'idée peut en être considérée comme innovatrice dans notre pays, vu qu'il ne s'agit pas de cours de langue maternelle pure et simple, mais d'un enseignement parallèle de différentes matières en langue maternelle. Nous pensons qu'éventuellement d'autres communes pourraient en tirer profit et que l'expérience en cours apporte une contribution pour une introduction au niveau national.

1. Historique

En décembre 1982, le comité des enseignants a créé un groupe de travail qui s'était donné pour objectif d'améliorer l'enseignement aux élèves migrants, notamment en cherchant des possibilités pour un enseignement différencié de la langue allemande et pour une intégration des cours de langue maternelle.

En février 1983, ce dernier point a été discuté avec les enseignants immigrés de notre commune ainsi qu'avec les responsables des ambassades.

Etant arrivé à un accord de principe, le groupe de travail, avec une évaluation statistique des effectifs d'élèves migrants, a élaboré un projet pour l'intégration de cours espagnols, italiens et portugais dans 14 classes.

L'inspecteur, M. Dohn et la Commission Scolaire ayant donné leur accord en juillet 1983, le groupe de travail a contacté les enseignants concernés pour obtenir leur collaboration.

C'est ainsi que les cours intégrés ont pu débuter dès septembre 1983, avec l'accord écrit des parents dont une grande partie avaient participé à des réunions d'information.

Les problèmes surgis en pratique pendant l'année 83-84 étaient plutôt d'ordre technique, mais aucun cours n'a dû être arrêté pendant l'année par désaccord des parties concernées.

Le succès obtenu pour cette première expérience dans notre commune nous a encouragés à continuer et à élargir l'intégration des cours.

2. Motivation

2.1. Tout enfant a droit à un enseignement de ses langue et culture maternelles.

2.2. Actuellement beaucoup d'élèves immigrés sont surchargés par 4 heures d'enseignement en langue maternelle extra-scolaires, les cours durant jusqu'à sept heures du soir.

2.3. Un enseignement intégré doit et peut aider les élèves à mieux réussir à l'école luxembourgeoise. Au lieu de saboter l'intégration, il la renforce, sans faire renoncer l'enfant à sa personnalité.

2.4. DÛ au manque d'instruction scolaire de maints parents immigrés, la bonne exécution des devoirs à domicile n'est pas garantie. L'enseignant immigré peut combler partiellement cette lacune. Il est aussi un bon intermédiaire entre parents immigrés et système scolaire luxembourgeois.

2.5. En pouvant s'exprimer pendant plusieurs heures de classe dans sa langue maternelle, l'élève acquiert des connaissances de base sans entrave d'une langue qui ne lui est pas familière. Ceci renforce sa confiance dans l'école et permet une utilisation ultérieure des connaissances en langue allemande.

2.6. Notre projet s'intègre dans les recommandations sur l'enseignement aux migrants formulées par la Chambre des Députés et le MEN.

3. Principes d'organisation

3.1. Tout projet doit être élaboré en fonction des données concrètes dans chaque année. Il faut éviter des coupes inconsidérées et des interférences avec les branches principales.

3.2. Une innovation, pour être efficace et acceptée par tous, ne doit pas être imposée, mais doit trouver l'accord tant des autorités scolaires que des enseignants concernés. La demande des parents est évidemment nécessaire.

3.3. Les cours en langue maternelle ne doivent pas représenter un enseignement linguistique à part, mais doivent s'insérer dans la progression suivie en école luxembourgeoise. En traitant des matières identiques à celles enseignées par l'instituteur luxembourgeois, les cours peuvent fournir un appui aux élèves dans les difficultés qu'ils rencontrent en classe luxembourgeoise.

3.4. Tout cours intégré suppose une bonne coopération entre enseignants luxembourgeois et immigrés, qui doivent se concerter pour suivre les mêmes méthodes et les mêmes programmes. Ainsi, une mise en commun ultérieure deviendra possible (enseignement " interculturel ").

3.5. Les cours intégrés doivent mener à une meilleure expression et collaboration des immigrés en classe normale. En même temps, pendant les heures de cours intégré, les enseignants luxembourgeois peuvent donnèr un enseignement plus poussé aux autochtones (p.ex. dans l'étude du milieu local, les sciences ...).

3.6. L'expérience est suivie de près et évaluée par la commission scolaire, l'inspecteur et le groupe de travail qui se réunit au moins une fois par trimestre.

3.7. Si l'expérience ne s'avère pas concluante, elle pourra être révisée ou abolie en cours d'année sur la demande d'une des parties concernées, après consultation du groupe de travail.

3.8. Si les parties concernées concordent que les résultats obtenus sont probants, l'expérience peut être continuée et élargie l'année suivante.

4. Mode d'organisation

4.1. Le groupe de travail contacte les enseignants des classes choisies afin d'obtenir leur accord.

4.2. Une réunion des parents est organisée annuellement où ceux-ci doivent marquer leur accord.

4.3. Le groupe de travail transmet les noms des enseignants intéressés à la commission scolaire.

4.4. A Differdange-Centre, les enseignants du degré inférieur ont des réunions de concertation bitrimestrielles avec les enseignants immigrés sur le programme

et les méthodes. Ces réunions devraient aussi être réalisées dans les autres classes. Une concertation sur les horaires et le programme général a lieu avant le début des cours.

Fonctionnement des cours intégrés pendant l'année scolaire 83-84

5. Cours en langue portugaise

5.1. Schéma général pour 2 heures

1e année :
- une heure d'appui en calcul en langue maternelle
- une heure de traitement de centres d'intérêt abordés en classe lux.
- les cours ont lieu pendant la dernière leçon du matin (rattrapage)
- enseignement uniquement oral
- plus aucun cours extra-scolaire

2e année :
- une heure d'appui en calcul (surtout problèmes de texte)
- une heure de traitement de centres d'intérêt abordés en classe lux.
- pendant cette heure, initiation à la lecture ; pas de langue maternelle écrite
- plus aucun enseignement extra-scolaire

3e année :
- une heure de calcul en langue maternelle (problèmes de texte)
- une heure d'étude du milieu local en langue maternelle, mêmes sujets qu'en classe normale
- on profite de ces sujets pour une initiation à l'écriture
- une heure d'enseignement extra-scolaire du portugais

4e année :
- même déroulement qu'en 3e.
- 2 heures d'enseignement extra-scolaire du portugais, si possible à la fin des cours normaux

5e et 6e année :
- une heure de calcul (surtout problèmes de texte)
- une heure de géographie
- 2 heures d'enseignement extra-scolaire.

5.2. En 83-84 fonctionnent des cours intégrés de langue portugaise dans :
- 3 classes de 1ère année et 2 classes d'attente à Differdange-Centre
- 3 classes de 2e année à Differdange-Centre.

6. Cours en langue italienne

6.1. Déroulement identique aux cours portugais, avec les différences suivantes :
- l'initiation à l'écriture de la langue italienne, donnant lieu à moins d'interférences, pour commencer en 2e année, avec l'accord de l'instituteur luxembourgeois
- dans le cas d'une intégration de deux heures, les Italiens renoncent complètement à l'enseignement extra-scolaire.

6.2. En 83-84 fonctionnent des cours intégrés de langue italienne dans :
- 3 classes de 1ère année à Differdange-Centre
- 1 classe de 1ère année à Niedercorn
- 2 classes de 2e année à Niedercorn
- 2 classes de 3e année à Differdange-Foubann.

7. Cours en langue espagnole

7.1. Différences par rapport au schéma général sub. 5.1. :
- une unité de calcul en plus pour chaque année
- en 6e année, en plus de la géographie, une unité d'histoire lux.
- plus aucun cours extra-scolaire.

7.2. Justification à cette extension à 3 - 4 unités : les enseignants espagnols s'engagent à suivre à la lettre les programmes de l'enseignement luxembourgeois. A cet effet, l'ambassade a déjà réalisé la traduction des manuels de géo et d'histoire. L'enseignant espagnol ne vient que pour les élèves d'une classe.

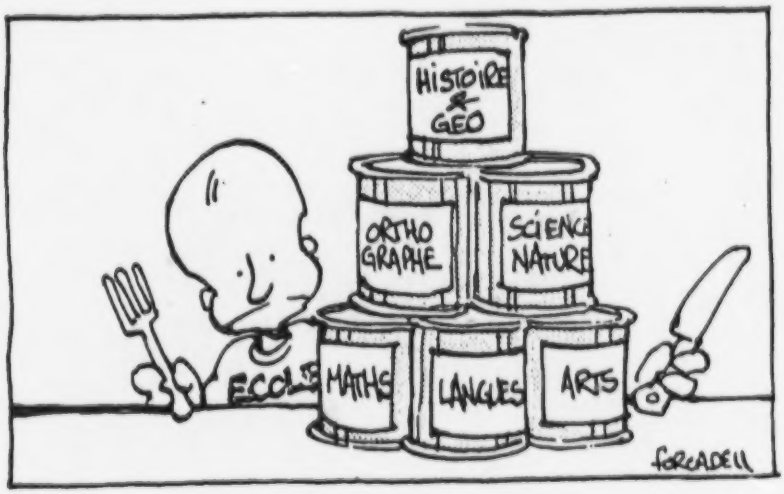
7.3. Les élèves espagnols, peu nombraux dans une année scolaire, sont regroupés dans une seule classe pour réaliser les cours intégrés.

7.4. Si possible et en accord avec l'instituteur luxembourgeois, on ajoutera pour ces classes une heure d'enseignement de la langue espagnole, éventuellement en prolongeant l'horaire d'une après-midi pour les élèves espagnols.

7.5. En 83-84 fonctionnent des cours intégrés de langue espagnole dans:

- 1 classe de 3e année à Differdange-Centre
- 1 classe de 5e année à Differdange-Centre
- 1 classe de 6e année à Differdange-Centre.

(extraits du rapport du comité des enseignants)



ANNEXE IV

Appel à l'action publié sous l'égide des organisations les plus représentatives des travailleurs étrangers

APPEL A L'ACTION

Nos écoles accueillent de plus en plus d'enfants étrangers de toutes nationalités et la faible natalité des autochtones fera augmenter le pourcentage des étrangers dans les années à venir.

De nombreux problèmes se posent à tous les élèves, luxembourgeois et étrangers étant donné que la structure de notre enseignement n'a guère encore été adaptée à la nouvelle situation.

Beaucoup de jeunes souffrent de cette situation et n'arrivent pas à acquérir une formation professionelle. De cette façon nous gaspillons un potentiel humain et intellectuel qui nous fera défaut demain dans la compétition économique internationale.

Tous les élèves, luxembourgeois et étrangers ont droit à une instruction qui leur permette de développer à la fois leur personnalité particulière et leur identité culturelle propre pour pouvoir participer à la société de demain, celle du pluralisme culturel et éthnique, riche de ses différentes composantes. L'apprentissage des langues maternelles respectives devrait donc être garanti dans de bonnes conditions.

Nous sommes conscients de la complexité du problème, mais tout aussi conscients de l'urgence de trouver des solutions d'envergure, que ne sauront remplacer les timides expériences actuelles (classes d'accueil, cours d'appui, quelques classes francophones dans le postprimaire, etc).

Les soussignés lancent un appel pressant à l'action. Ils estiment que l'année scolaire en cours doit être mise à profit pour un large échange d'idées aboutissant à une politique d'ensemble dont les premières mesures devront être opérationelles pour la rentrée de 1982 (par exemple réaménagement de l'enseignement des langues, généralisation des classes francophones etc).

Etant donné qu'une politique d'ensemble fait défaut depuis de très nombreuses années, cet appel ne constitue pas une critique particulière des responsables actuels mais s'adresse à toutes les forces vives de la nation, responsables de notre communauté.

L'appel à l'action a été signé par

les syndicats LCGB
OGBL
SEW
SNESS

le comité syndical européen de l'Education

la délégation du personnel enseignant de la ville d'Esch-Alzet

le directeur,21 professeurs et 25 étudiants de l'Institut Pédag
g

le directeur et l'association des enseignants du Lycée techniqu
Nic.Biever

le comité des professeurs du Lycée de garçons d'Esch-Alzette

le comité des professeurs du Lycée technique Michel Lucius,Lux.

59 instituteurs de la ville de Luxembourg

35 enseignants du Lycée technique Mathias Adam,Pétange

15 instituteurs de la ville de Differdange

12 enseignants du lycée classique de Diekirch

l'association des parents d'élèves de Frisange

l'association de défende des intérêts des élèves portugais(ADIA

l'action "Angstfreie Schule"

l'association pour une école nouvelle (APEN)

Monsieur Gaston Raus,Comissaire du gouvernement à l'immigration
Président du Conseil National de l'Immigra

Monsieur Sergio Guccione,Vice-Président du Conseil National de
l'Immigratio

la Commission Diocésaine pour la Pastorale des Migrants

la Mission catholique Italienne

la Mission catholique Portugaise

les Amitiés Portugal-Luxembourg asbl

l'Uniao

l'Association de Soutien aux Travailleurs Immigrés (ASTI)asbl

Messieurs Carlos Bernardino et Acacio Pinheiro,membres du Conse
des Communautés Portugaises

les journaux d'immigrés paraissant au Luxembourg:Nuove Orizzon
Contacto et A nossa Voz

le Centre de Pastorale Familiale

le Conseil Diocésain pour la Pastorale Familiale

le comité luxembourgeois pour l'UNICEF

l'Interaction Faubourgs asbl

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Armand Spineux

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